

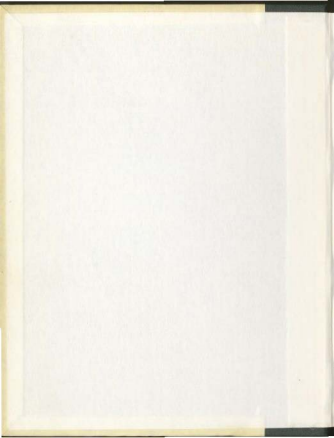
COMMUNITY USE OF SCHOOL FACILITIES IN A  
SELECTION OF NEWFOUNDLAND AND LABRADOR SCHOOLS

CENTRE FOR NEWFOUNDLAND STUDIES

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BRIAN FRANCIS NOLAN



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COMMUNITY USE OF SCHOOL FACILITIES  
IN A SELECTION OF NEWFOUNDLAND  
AND LABRADOR SCHOOLS

BY

BRIAN FRANCIS NOLAN

DISSERTATION

Presented to the Faculty of  
The Memorial University of Newfoundland  
in Partial Fulfillment of Requirements  
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in Educational Administration

Under the Supervision of Dr. Fred Buffett

St. John's, Newfoundland

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AN ABSTRACT

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AN ABSTRACT

Use of school facilities by members of the community is a fact of Newfoundland's history. Today there is a general feeling, especially among educators, that we are about to enter a second, more sophisticated stage of community use. This study is designed to investigate and analyse the status of community use of schools in this Province and to determine if there is any evidence of a tendency towards greater use.

Specifically, this thesis concerned itself with: determining the extent of present use; learning the extent to which administrative policies have been developed to regulate community use; examining the feasibility of extending use of facilities; and discovering the problems associated with community use of schools.

A survey of recent literature on this subject illustrated that the school was especially suited to after hours use and, in fact, was regarded as an economic waste if not used. Other conclusions reached as a result of the review of the literature were as follows: that most communities had needs, both covert and

obvious, which could best be met through use of the school, and that planning on an architectural and administrative level are critical for effective community use. An examination was made of the administrative policies and practices currently in use in schools experiencing use after hours, and some attention was given to the various ways and means of using educational facilities. The community school, the educational park, and the community or junior college were found to be alternate school arrangements.

The study was conducted through the questionnaire technique. A self-constructed questionnaire was mailed to a sample consisting of seventy-five school principals and the forty-three representatives of all school boards in the Province. There was an eighty-three percent overall response rate.

The major findings included one which indicated that there was a large degree of difference between the responses of the two major groups in the study, the principals and the school board representatives. Actual conditions as perceived by the principals often varied greatly from the conditions believed to be present by the school boards. Most schools reported some use of their facilities in the after hours but some indicated that there was no extra use. School boards claimed to have policies regulating

use of their schools but these were rarely communicated to principals. Policies were not comprehensive. There was agreement that schools could and should be used by community members and that problems of use were not serious enough to prevent use. Based on these findings, the researcher made a number of recommendations for action by school boards and other educational authorities.

#### ACKNOWLEDGEMENTS

The writer wishes to express his sincere appreciation to Doctors Fred Buffett and Philip J. Warren for their interest, encouragement and guidance in the development and completion of this study.

Acknowledgement is made to the school principals, school board members and all others who were involved in the study for their time in assisting the study to its conclusion.

He is especially grateful to his wife, Inez, for her constant encouragement and for her invaluable assistance.

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## CHAPTER I

### INTRODUCTION

In the past few years in particular, Newfoundland has begun to change from a number of decentralized communities into a more centralized and urbanized society and with it the role of the school has changed. This change has been accompanied by a change in the role of the school and the school building. It was common practice in the past to use the school making it the original community center. The tendency today, however, is to have use of the school restricted to elementary and secondary education.

This tendency has occurred at a time when the school as a facility could have a vital role to play in community affairs. As our society becomes more urbanized, new needs are created as quickly as or more quickly than old problems are solved. It is not surprising that some demands are being made for use of school facilities to help meet these needs.

This current belief states that the school must be of service to the community in which it is located

and as such it must be designed to provide an integrated program of education, recreation, and community activities. It should not be a number of rooms used only five hours a day, five days a week, but rather a viable facility used when and as needed. School buildings represent an investment of public money and maximum benefit should be gotten from that investment. Many believe that this can be accomplished by having the school operate as a community center serving community needs. New schools should ". . . be planned as community institutions serving adults as well as children, performing social, cultural, recreational, and educational functions."<sup>1</sup>

Many other reasons are given to justify the greater use of school facilities. It is a fact that leisure time is increasing and if this trend is to be a definite social good, some organizational provisions will have to be made to accommodate it. This task is appropriately delegated to the schools in that most maintain 'education for leisure' as one of their primary aims and most have some of the facilities needed to effect suitable programs.

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<sup>1</sup>Dr. P. J. Warren, "School Facilities of the Future," (unpublished speech), p. 8.

As our affluence grows, it appears as if our desire to acquire new possessions also grows. It is like this with our public buildings in that people feel a need for separate facilities to meet each need. In many areas facilities are constructed for purposes which could be and have been adequately met in existing structures. The school is usually one of the first public structures in the community and is capable of meeting a wide variety of needs. It is a great economic waste to build structures to meet needs that our schools could be meeting.

There is a whole range of community services which are being met by some schools. As the definition of education broadens, we must expect to find the school housing other functions and services so that the community center concept of the school becomes the accepted rather than the exception.<sup>1</sup>

The educational function of the school is broadening and education is now considered a life long process. Today the individual is never fully educated and due to technological change, he may have to be re-trained during his working life. As well the school has a duty to continue to provide its graduates with a means of satisfying needs and interests acquired

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<sup>1</sup>Edward C. Olsen, School and Community, (Englewood Cliffs, New Jersey: Prentice-Hall, inc., 1961, p. 324.

during and after school years. The school will have to allow the community to continue to derive benefits from it.

In Newfoundland, the Schools Act grants school boards the right to make facilities available to the community. The act states that:

Every School Board may  
 .....  
 (b) permit any school building under its control  
 to be used outside of school hours on such  
 terms as are deemed expedient by the School  
 Board, provided however, that the exercise of  
 this power causes no interference with the  
 normal regular conduct of the school ....<sup>1</sup>  
 .....

Obviously, the need to have buildings used is present or this clause would not have found itself in the present legislation.

This provision is reasonable in view of the fact that in excess of eight million dollars in capital expenditures is spent provincially each year and many claim that this is not enough. We should be as concerned with getting full use of the dollar spent on buildings as we are with getting more money. The practice of closing the school at four o'clock every day may be considered an indefensible waste just as it is to close the school on weekends and during holidays. Most schools are built with a life expectancy of

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<sup>1</sup>Newfoundland Department of Education, An Act Respecting the Operation of Schools and Colleges in the Province, (Section 13, b, No. 68, 1969).

approximately fifty years and over this period the amount of controlled use by the community will not greatly affect the rate of depreciation or the original cost. Logically, it seems that the original investment is only a wise investment if utilization is promoted.

The school is in a position to reach all the population it serves and is one of the best suited of all local institutions capable of providing for the needs of the people in the community. In many communities it is centrally located, owned by the public it serves, and suitable enough to accommodate the requests for space and equipment.

#### Need for the Study

There has not been a study of the community use of schools done in this Province. While some degree of school utilization by the public has always been and still is present, the general consensus is that public use of Newfoundland schools is almost nonexistent. A study such as this one will provide current information on the present status of use and on the extent to which administrative policy has developed to regulate community use. It will also help develop criteria to evaluate present practices and policies and serve as a guide in establishing future rules and regulations concerning this matter.

A study of this nature may also reveal trends or tendencies which could have implications for the future planning processes and for the design of new buildings.

#### Statement of the Problem

This study was designed to investigate and analyse the status of the community use of school facilities in the Province of Newfoundland and Labrador.

More specifically, the purposes of the study were:

- (1) to determine the extent of present use of school facilities, which could include finding out which facilities were used, how long they were used, and by whom.
- (2) to learn to what extent the school boards of the province have developed administrative policies relative to the use of school facilities.
- (3) to examine the feasibility of extending or introducing community use of school facilities in randomly selected areas.
- (4) to discover the problems associated with permitting community use and the effects of these problems on policy.
- (5) to analyse and interpret the data gathered on the above aspects of the community use of facilities in the province.

#### Definition of Terms

For the purpose of this study the terms used are defined as follows:

- (1) Junior High School. ". . . a school established within an area for the express purpose of accommodating all pupils in Grades VII and VIII or Grades VII, VIII, and IX . . .".<sup>1</sup>
- (2) Central High School. ". . . a school established within an area for the express purpose of accommodating all pupils in designated grades not lower than Grade VII . . .".<sup>2</sup>
- (3) Regional High School. ". . . a School established within an area for the express purpose of accommodating all pupils in a designated grade not lower than Grade IX from any or all schools within a district or districts . . .".<sup>3</sup>
- (4) Elementary School.--a school established within an area for the express purpose of accommodating pupils in Kindergarten to Grade VIII.
- (5) All Grade School.--a school established within an area for the express purpose of accommodating pupils in all grades.
- (6) School facility.--"Any building, property, or equipment which is maintained and administered by the local school district."<sup>4</sup>
- (7) Community Use.--use by persons or groups in the community for functions considered to be outside the normal school closing time and voluntary in nature.

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<sup>1</sup>Newfoundland Department of Education, An Act Respecting the Operation of Schools and Colleges in the Province, (Section 2, r, No. 68, 1969).

<sup>2</sup>Ibid., (Section 2, e, No. 68, 1969).

<sup>3</sup>Ibid., (Section 2, w, No. 68, 1969).

<sup>4</sup>Agnes McQuarrie, "Community Use of Selected Public Elementary Schools in the State of Washington", (unpublished Ph. D. Dissertation, University of Chicago, 1962), p. 2.



### Limitations of Study

The study was limited to a random sample of seventy-five schools but did include all forty-three school boards in the province of Newfoundland and Labrador. While there is information from all districts, the results may not be truly representative. From this sample it was intended to discover general trends in respect to community use of school facilities for this province.

While descriptive research is ideally conducted on a personal interview basis, this study was done by means of a questionnaire. The many problems associated with a questionnaire study will, therefore, be inherent in this study even though attempts have been made to minimize these effects.

There was no attempt made to apply the purposes stated to the situation where the number of hours of use is extended or to the situation where greater use is made of existing facilities for normal school functions. Because the study was designed as a descriptive one, it will not contain highly sophisticated statistical analysis. Simple percentages will be used throughout. Of the seventy-five principals contacted, sixty-five, or, eighty-seven per cent completed the questionnaire. Thirty-two of the forty-three school board representatives (seventy-four per cent)

also returned questionnaires. Some respondents from both groups did not answer certain questions.

#### Organization of the Remainder of the Study

Chapter I has identified the problem and the need for the study. The recent literature pertaining to this topic is reviewed in Chapter II. Through it, a greater understanding and appreciation of the problems, administrative policies, and current trends in the community use of school facilities is developed. It outlines the conclusions of, and the procedures employed by, researchers and various authors. Chapter III outlines the procedures employed in conducting the present study, constructing the questionnaire, and treating the data.

Chapter IV is confined to a descriptive analysis of the data obtained from the selection of principals and school board representatives composing the study. It is divided into the four sections suggested from the purposes of the study: namely, a description of the present degree of development of administrative policies, the problems associated with community use, the degree of present use of school facilities, and the feasibility of this concept as perceived by those in the schools selected.

The final section, Chapter V, presents a summary of the findings of the study, develops a number of conclusions, and sets forth some recommendations based on the results of the preceeding chapters.

## CHAPTER II

### REVIEW OF RELATED LITERATURE

This chapter consists of a review of current, pertinent literature which will assist in giving an understanding of administrative policies and procedures used to regulate the community use of schools. It presents summaries of other studies carried out on this topic as well as summaries of articles and books which provide the main ideas and concepts basic to the after hours use of schools.

#### Background

Over the years and especially in recent years, educators and others have built a strong case for the extended use of buildings, grounds and equipment which were formerly reserved for 'the School'; that is for the use of the children attending a given institution during the school day. These people advocate that all the people of the community be encouraged and not just permitted to use the physical facilities of the school to meet their needs. Contingent upon and prior to use the advocates invariably recommend that the school

officials develop administrative policies which would regulate the community use of schools.

#### Factors Influencing Community Use of Schools

##### Economic factors

Economic factors are quoted most often as important considerations preventing school officials from extending community use to the public. Other variables, all of which are related to economics, are cited in support of use of schools by nonschool community groups. Warren attacks the indiscriminate waste caused by a policy which keeps expensive schools idle or operating at much less than their capacity in the evenings, on the weekends, or during the summer months.<sup>1</sup> It is pointed out most graphically by Gaumnitz that the people are not getting the worth of their educational dollar in respect to programs offered and times used.

. . . schools are in session only about six hours a day, five days a week and thirty-six weeks in a year, which means that the funds a community has invested in its elaborate school plant are producing returns for an average of only one hundred eighty days or one thousand eighty hours a year.<sup>2</sup>

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<sup>1</sup>P. J. Warren, "New Horizons in Education," (unpublished address from personal papers), p. 7.

<sup>2</sup>Walter H. Gaumnitz, "Underbuilt and Underused," Clearing House, XIX (January, 1956), p. 296.

The one thousand eighty hours mentioned lends shocking creditability to the claim of a lack of return on capital expenditure in education. This is especially true when it is viewed in terms of its being about one eighth of the yearly capacity and about one fifth of the usable capacity of a school.

Corbin indicates that the bulk of the average tax dollar is spent on the school<sup>1</sup> while Zirkel goes further to state that more hard earned tax money is wasted on the inefficient planning of new school buildings than is for any other factor of outlay for education, mainly because schools are not designed for use by members of the community.

In planning any kind of school building it is the duty of every school board and superintendent to find out the educational and societal needs of the people in the community .... It is the duty of the school board and the superintendent to see to it that the community gets the most for the vast amount of money spent.<sup>2</sup>

Musmanno views the after hours use of school facilities in much the same way but tends to be more inclusive. He insists that social, civic, and personal needs are as important as educational and recreational needs and that they can be met by a facility which plays the dual role of community center and day school.

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<sup>1</sup>H. Dan Corbin, "School Sponsored Recreation," Journal of Health, Physical Recreation, and Education, (February, 1962), P. 23.

<sup>2</sup>F. W. Zirkel, "Designer: Consider Community Needs," American School Board Journal, CL (February, 1965), p. 34

He agrees completely that to not use the day school is a waste of money to an extent which would be unbearable in the private sector of the economy. The use of school buildings is the use of an investment made by the citizens that is only good business and a public service.<sup>1</sup>

A greater use of school facilities seems to mean less waste and wise investment. In many cases the school is a much more economical alternative to a new facility built specifically to meet each new need. Buildings will be financed and built as economic failures unless plans are made to have them used and used extensively.

The general public has a right to use facilities for which they have paid both directly and indirectly. Schools fall into this category as either public or semi-public property and there is a growing realization on the part of some publics of this very fact.<sup>2</sup>

Schools lend themselves to use

One of the main reasons for this change in thinking on the part of the public and their desire to move into empty, unlighted school buildings is due to the realization on their part that the school lends

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<sup>1</sup>N. V. Musmanno, "Schoolhouse Can Fulfill Civic Need, "American School Board Journal, CLIII (Summer, 1966), p. 55.

<sup>2</sup>Ibid.

itself to use. It, more than any other facility in the community, has characteristics which are unique and which encourage a myriad of uses.

In most instances the school is centrally located. Although there are other considerations, one of the main factors taken into account in planning a new school facility is its location within the projected population area it will serve. Every effort is made to provide a safe, accessible, spacious and centrally located property. This in itself provides the school with a desirable characteristic over and above most other public facilities which could be used to meet community needs.<sup>1</sup>

Not only is the school accessible but it consists of a variety of different areas and equipment which could be used by the public. Again, these are peculiar to the school and not generally found in other public facilities available in most towns and cities.<sup>2</sup> Most often mentioned are the specialized areas including the gymnasiums, library, industrial shops, play grounds and classrooms with their various kinds of equipment. Activities in the special areas are usually restricted by the design intentions while the other areas are adaptable to multiuse.

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<sup>1</sup>Donald Leu, Planning Educational Facilities, (New York: Ronald Press Co., 1966) p. 183.

<sup>2</sup>Leslie Lynch, "The Role of the Schools as Recreation Centers," American School and University, XXXVIII (July, 1966), pp. 33-43.



### School and community integration

As never before the division between the school and the community is becoming less and less distinguishable. It is finally realized that we cannot educate youngsters for a world and society by isolating them in schools from the same world and society towards which we claim to direct their education.

In recent years there has been a growing realization that educational facilities and programs should be totally enmeshed in the social, economic, and physical vitality of communities. Increasingly, society is asking that new schools be planned as community institutions, serving adults as well as children, performing social and cultural as well as educational functions. The concepts underlying this philosophy are that physical integration of educational facilities into the total fabric of the community will result in social and economic, as well as environmental revitalization of communities for the public benefit, and that if we are to improve education, we must integrate the whole social system rather than just modify the schools.<sup>1</sup>

In an article published in Childhood Education, Ernest Melby goes a step further to say that not only do people in the community learn from each other but that the education centered community, as he calls it, is the only source of education for modern society.<sup>2</sup>

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<sup>1</sup>Charrette, pamphlet. (no other publishing information available).

<sup>2</sup>Ernest Melby, "The Community Centered School," Childhood Education, LXXIV (February, 1967), pp. 317-318.

The school is taking upon itself a much wider definition of education and as such must offer different programs, provide new and different services, and with them, a wider use of buildings and equipment. On the other hand, society is forcing a wider definition of its role upon the school and the impetus for change comes from within and from without as a result.<sup>1</sup>

In a somewhat cyclic manner, the integration of school and community and in particular, use of the school by community members leads to financial and moral support from the public.<sup>2</sup> In the thesis "Community Utilization of Protestant Public School Facilities for Recreational Purposes in Metropolitan Montreal", Ralph Benson cites the well known case of Flint, Michigan as an example.

The voters have approved tax levies for increased support of schools six times in the last sixteen years while other Michigan cities during the same period of time have been defeating tax millage increases. In the twenty-five years prior to that Flint voters turned down thirteen consecutive proposals.<sup>3</sup>

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<sup>1</sup>Spencer W. Meyers and Fred Totten, "The Role of the School in Community Development," Journal of Educational Administration, IV (February, 1966), p. 133.

<sup>2</sup>Emery Stoops and M. L. Rafferty, Practices and Trends in School Administration, (New York: Ginn and Co., 1961), p. 248.

<sup>3</sup>Ralph Benson, "Community Utilization of Protestant Public School Facilities for Recreational Purposes in Metropolitan Montreal," (unpublished M. A. thesis, McGill University, 1966) p. 9.

As a result of the integration of school and community another pair of words in vogue is 'education and recreation'. This is a reflection of the growing concern of increased leisure time and a broadening educational base.

"... in the future recreation and education will be closely entwined, it will be impossible to distinguish them"<sup>1</sup>

Various other sources can be quoted in support of this apparent trend. For example, Lynch says, "American public schools should be recreational and cultural centers as well as centers of learning."<sup>2</sup>

#### Continuing education

Along with a broadening definition of education and a new emphasis on increased recreational activities, the school is finding that there is a need for continuing formal and informal education. These factors are placing pressures on the school to open its doors at those times when it is most able to do so.

Furthermore, education is rapidly becoming a lifelong process. An individual is never fully educated or through learning. With the continuous change in our technology, it may be that we will have to maintain a constant re-training program available for all adults as well as the general student population. Subsequently, our schools must be open to all

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<sup>1</sup>Thomas Wells, "Today's School--A Community Focus," (Paper presented at the School Design Workshop of the Ontario Department of Education, Toronto November 18, 1968), p. 1

<sup>2</sup>Leslie Lynch, "The Role of the Schools as Recreation Centers," American School and University, XXXVIII (July, 1966), p. 33.

people at any time. The broadening of the educational scope of our public schools will certainly necessitate the increase in both equipment and facilities.<sup>1</sup>

Adult education is often the first visible sign of the need for on going education. In speaking of the experience in Prince Edward Island, Urbane Leblanc credits the need for adult education with eventually leading to the development of the community school in that province.<sup>2</sup> W. J. Hare makes a similar claim for the Province of Ontario insisting that night school classes were often the beginning of the opening up of schools for the enrichment of the community and for use by the people.<sup>3</sup>

There is a need for use

The necessity of continuing education reflects that there is a felt need for community use of the school building and that there are needs within the community which can be satisfied in the after hours use of facilities. It was already mentioned that recreation and a wider concept of education made it

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<sup>1</sup>William Wilson, "Solving Space Problems Via Maximun Plant Use," American School and University, XXXVIII (January, 1965), p. 42.

<sup>2</sup>Urbane Leblanc, "Adult Education at the Community Level," (Paper presented at the Canadian Association of Adult Education meeting, Toronto, February 21-22, 1969), p.4.

<sup>3</sup>W. J. Hare, "An Overview of the Community Use of Schools," (Paper presented to the Community Use of Schools Workshop of the Ontario Department of Education, Toronto, November 18, 1968), p. 1.

imperative that schools be prepared to assume the responsibility in providing these services. It was also suggested, in the discussion of planning that an effort be made to determine the needs and wishes of the people who will avail of the opportunity to use the schools.

One current tendency is to view the school as an agency which will assist people to live in this world. For example, Lawless makes the comment that the school is tending to become more completely involved in meeting community needs and in having education become the vehicle that will help people help themselves.<sup>1</sup>

#### Planning

In addition to the fact that the role of the school in society is changing, the necessity for prior planning is becoming more obvious as the list of possible activities grows. However, it is not a simple matter of deciding what activities are possible but rather, it is a question of deciding which activities will meet needs even before construction begins so as the finished building can accommodate the planned activities and be adaptable for those anticipated.<sup>2</sup>

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<sup>1</sup>D. Lawless, "Community Needs, School Programs and Facilities," (Paper presented to the Community Use of Schools Workshop of the Ontario Department of Education, Toronto, November 19, 1968), p.3.

<sup>2</sup>F. Zirkel, "Designer: Consider Community Needs," American School Board Journal, CL (February, 1960), P. 43.

In other words, the planning process must change from what it has been in the past in that the community must become integrally involved in planning schools which have community use designed into them. Thinking should be in terms of a community complex that would incorporate all publicly owned and publicly used facilities.<sup>1</sup>

The most logical way of guaranteeing that this desirable approach be approximated is to encourage co-operative planning involving all recreational authorities, community groups and civic officials. The Honorable T. L. Wells makes this recommendation at the School Design Workshop held in Toronto in 1968. He says that "when schools are designed, their recreation and leisure time facilities should be planned jointly by community recreation authorities in order that such facilities be easily available for both school and public recreational purposes".<sup>2</sup>

It is not always feasible to think in terms of a complex but it is practical to consider the possibility of locating near already existing facilities. Choosing

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<sup>1</sup>K. Plaxton, "Community Use of Schools," (Working paper presented to the Community Use of Schools Workshop of the Ontario Department of Education, Toronto, November 19, 1968), p. 16.

<sup>2</sup>T. L. Wells, "Today's School: A Community Focus," (Paper presented at the School Design Workshop of the Ontario Department of Education, Toronto, November 18, 1968) p. 2.

a school site which is situated close to recreational areas permits operational integration if not actual integration with these facilities and decreases expenditures on the provision of similar facilities in another location.<sup>1</sup>

Many suggestions are offered regarding the physical layout, equipment and facilities that should be found in a school which is designed for community use and which are desirable in any school which is used in the after hours.

It is possible to determine a list of suggestions which would be helpful in the planning of new school buildings. The need for ample storage space which would be used by a group during the after hours is often reported as essential. This would ensure that equipment or projects peculiar to community use would be available and in tact when again required. Equipment is recommended to be heavy duty and easily repaired before it is considered for use by the public.<sup>2</sup>

Equally important is the requirement of large parking areas adjacent to or near the school facility. During school hours, the need for a large area for automobile parking is often not necessary and is achieved only at great expense. However, according to Zirkel,

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<sup>1</sup>"Joint School Park Facilities Offer Advantages-- Naturally," American School Board Journal, CLIV (May, 1967), p. 38.

<sup>2</sup>"Community Use of Your Schools," School Management, VI (March, 1968), p. 94.

this does not have to be the case since creative planning would see that the area be designed and finished as a dual purpose space--for parking during the evening and for playing during the school day.<sup>1</sup>

The zoning of areas of the school building and its utilities must be considered during the actual architectural planning stages. It is suggested that all facilities and utilities be installed in such a way so as areas in use can be isolated from those areas not in use. This would avoid costly heating and lighting bills as well as unnecessary wear and tear on the building.<sup>2</sup>

Of the recommendations which result from studies into community use, one pertaining to the outside accessibility of various facilities is very often mentioned. Musmanno feels that areas likely to be used by community members should be located on the ground floor and be easily accessible from the outside without having to go through other parts of the building. He suggests that many areas, like libraries, should have both an inside and outside entrance.<sup>3</sup>

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<sup>1</sup>P. Zirkel, "Designer: Consider Community Needs," American School Board Journal, CL (February, 1965), p. 35.

<sup>2</sup>"Community Use of Your Schools," School Management, I (March, 1962), p. 98.

<sup>3</sup>N. V. Musmanno, "Schoolhouse can fulfill Civic Need," American School Board Journal, CLIII (Summer, 1966), p. 56.



Planning is also concerned with the ultimate location of a given facility. Not only should traffic patterns, population densities and possible expansion be considered, but some thought should also be given to having any new educational facility located near or integrated with other facilities of a similar nature already in existence.<sup>1</sup>

#### Policy and Administration

As was mentioned in the case of planning the actual physical layout of the school, much consideration should be given to the school board policy and its administration in the schools. Like poor architectural planning, a lack of policy or its ineffective administration can be a serious barrier to community use.

The first barrier that can and should be overcome lies in the lack of a person who can be charged with the responsibility of coordinating community use. Schools which have gone into the after hours utilization of their facilities in a concentrated way have found that a community school director has been indispensable and certainly worth a salary. This is the recommendation of Clyde Campbell

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<sup>1</sup>Report of the Committee on School Utilization, J. L. Canty, chairman, (Victoria: Committee on School Utilization, 1969), p. 20.

<sup>2</sup>The Community School and Its Administration, Editorial, September 1, 1966, p. 3.

who is the editor of The Community School and Its Administration which is devoted to use of educational facilities by people generally.<sup>1</sup>

Another publication advises that the heart of the concept of public use is the active participation of citizens in the programs on advisory committees and on neighbourhood committees. If this element of involvement and participation is not present then public support is likely to be nonexistent.<sup>2</sup>

Every school gets requests to permit use of its facilities and the necessity of having a policy becomes more obvious as the number of requests increases. The people of the community and school authorities should endeavour to draw up some basic guidelines which will facilitate and regulate community use of schools.<sup>3</sup> Dr. James Holland has found that policies generally should have five distinct characteristics and these would be of some service to persons attempting to regulate facilities.

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<sup>1</sup>The Community School and Its Administration, Editorial, September 1, 1966, p. 3.

<sup>2</sup>California State Department of Education, Innovation, by C. L. Estough, (Sacramento, California, California State Department of Education, 1969), p. 3.

<sup>3</sup>Alton, W. Cowan, "Public Use of School Properties", American School Board Journal, CLII, (April, 1966), p. 12.

These five characteristics state that policies should:

- (1) be in written form
- (2) be simple and usable
- (3) fit the community and its needs
- (4) be formulated by the local boards of education after consultation with those persons or groups directly affected by such use
- (5) be made known to the public in general<sup>1</sup>

School Management in 1962 conducted a survey of the community use of schools in the United States. They found that in order to have people take advantage of educational facilities the procedures involved in acquiring facilities must be kept simple and that any charges involved had to be within the reach of community groups.<sup>2</sup>

Generally, written policies have common elements around which all subregulations are grouped. The same study quoted above found of the one hundred policy statements they received there were eleven basic considerations. These policies included:

- (1) a general statement of aims--a philosophy of use or a set of basic guidelines which outline limitations as well as suggest which buildings and equipment are available.

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<sup>1</sup>James Holland, "Nonschool Use of Public School Property in Missouri", School and Community, LIV, (November, 1967), p. 33.

<sup>2</sup>"Community Use of Your School", School Management, VI, (March, 1962), p. 96.

- (2) an indication of who is eligible to use school facilities. The restriction that school properties be used only by responsible persons or groups is usually added. In this general policy area is also stated the use of priorities of the persons or groups using the facilities and it invariably states that normal school functions have precedence over other activities.
- (3) charges and fee schedules, if any. These are outlined carefully in a good policy statement. The rates of rent charged are established for given facilities and pieces of equipment for a unit of time. It indicates whether or not the cost of utilities is covered by the rental fee and makes it clear that janitorial and custodial charges are included in or are in addition to the rental rate. The policy will state whether or not certain groups are exempted from all or part of the fee schedule and if there is differentiation in charges based on the kind of activity planned.
- (4) a statement of the kinds of activities that are permitted to be conducted in the school facility when it is used by outside groups. This clause indicates if specific behaviours are not permitted, eg. alcohol, and clearly stipulates that activities must be first approved before being conducted, if they are not specifically covered in the policy.

- (5) a fifth element regulating the time or times during which activities are permitted. Designated are the hours during which the school is available on weekends, weekdays and during vacations. In the actual contract itself, the duration of a period of use will be stipulated.
- (6) equipment regulations. Equipment which is used in the after hours falls under a separate set of regulations within the general policy. Policy indicates the degree of competence required of the operators of specialized equipment and informs community members of the availability of equipment. A clause indicates if the equipment is to be used only under special conditions or in special areas.
- (7) a definite statement on custodial responsibilities. This section assigns duties to janitors and other service personnel relative to the after hours use of facilities and stipulates the requirements of users in so far as they are required to restore to order and clean used facilities. This clause also indicates if a supervisor or a board employee is required to be present during activities.
- (8) an outline of responsibilities and liability for incidents arising from use of a school facility. Schools and school boards make it an understanding and condition of use that they are not to be held responsible or are not under any obligation respective

of the use of buildings or equipment. There is also a condition which states that the person or group using the facility is responsible for all damage or losses which have occurred during the time the building was in use under permit. Presumably this does not include insured losses or damages.

- (9) general rules and regulations apart from the areas already mentioned. These include fire regulations, cigarette and alcohol control, food restrictions, area restrictions within the school, procedures and requirements of the group using the facility, among others. Also found in policies were sections dealing with local customs and practices which affected use and these are often found in this general area.
- (10) a copy of the application blank used. The blank carries with it an agreement of responsibility and of restitution and often stipulates rules regarding application procedures and cancellation. It also provides a summarized form of the more inclusive policy statement.
- (11) special regulations which pertain to specialized areas in the school such as kitchens, gymnasiums, etc.. In the second case this often includes the kinds of shoes to be worn, decorations which are permitted and prohibition on smoking, drinking, and eating in the facility. Use regulations of

such general areas as locker room, showers and so on may also be stipulated here in this clause.<sup>1</sup>

#### Schools for Community Use

Use of schools by members of the general public has taken several yet similar directions. These facilities called community schools, educational parks, community colleges and adult education centers are being used or constructed with their common element being use by people. Some of these are specialized buildings designed for a purpose other than community use but have after hours use as part of their operation. The educational park serves as an example of this. In other instances the design of the facility has been inspired primarily by planned community use and the community college best exemplifies this extreme. The others mentioned above fall somewhere between these and have invariably affected some workable system of use.

Community college

The community college is a facility which is designed and planned as a two year terminal institution but which may incorporate a community service program.

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<sup>1</sup>Alton W. Cowan, "Public Use of School Properties", American School Board Journal, CLII, (April, 1966), pp. 12 & 50. See also "Community Use of Your School", School Management, VI, (March, 1962), p. 96. See also Emory Stoops and M.L. Rafferty, Practices and Trends in School Administration, (New York: Ginn and Co., 1961), pp. 249-255.

Edwin Harlacker, in his book The Community Dimension of the Community School, tends to place emphasis on the community service program and less on the formal education program. In attempting a definition, Harlacker sees the community college with the obligation to:

- (1) become a center of community life by encouraging the use of college facilities and services by community groups when such does not interfere with the college's regularly scheduled day and evening programs;
- (2) provide educational services for all age groups which utilize the special skills and knowledge of the college staff and other experts and are designed to meet the needs of community groups and the college districts community at large;
- (3) provide the community with the leadership and coordination capabilities of the college, assist the community in long range planning, and join with individuals and groups in attacking unsolved problems;
- (4) contribute to and promote the cultural, intellectual, and social life of the college district community and the development of skills for the profitable use of leisure time.<sup>1</sup>

#### Educational park

Another variation of the community use of schools concept is found in the "educational park". This organization of schools is basically educational in intent

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<sup>1</sup>Erwin Harlacker, The Community Dimension of the Community College, (Xeroxed copy, publishing information not available), p. 12



but has a subsidiary purpose, the integration of facilities and races as well. It is an attempt to place within the same educational complex students of various academic levels who are from a wide variety of socio-economic backgrounds so as they will benefit from increased and concentrated facilities.<sup>1</sup>

Phi Delta Kappan lists improved community services resulting from the 'education park'.

Many of the physical and educational facilities we have mentioned (swimming pools, music centers, course offerings) would become available for the general community served by the park. These facilities may make the park a real center of year round community activities.<sup>2</sup>

#### Community school

What has been stated thus far has been related to or was a variation of the situation where community use of schools has reached an apex. Such a set of circumstances is usually found in facilities which have been called the community school. In many cases it has been designed for and by the whole community and it is actually used by the public during the school day and in the after hours. It is organized and administered to make community use attractive and effective. But

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<sup>1</sup>Charles S. Gibson, Notes and Impressions About the Educational Park Concept of School Organization, (unpublished address, November, 1967), p. 2.

<sup>2</sup>"The Educational Park in New York: Archetype of the School of the Future," Phi Delta Kappan, L (February, 1969), p. 331.

just exactly what the community school is and what it does depends on the various interpretations given the concept.

The community school is usually a facility designed primarily as a day school center but which has extended its hours of operation well into the night and has extended its program to all who care to use it.

In attempting to define the community school Olsen says that it seeks to:

- (1) Evolve its purposes out of the interests and needs of the people.
- (2) Utilize a wide variety of community resources in its programs.
- (3) Practice and promote democracy in all activities in school and community.
- (4) Build the curriculum core around the major processes and problems of human living.
- (5) Exercise definite leadership for the planned and cooperative improvement of groups living in the community and larger areas.
- (6) Enlist children and adults in cooperative group projects of common interest and mutual concern.

Seay puts his definition in different terms.

'Community School' is the term currently applied to a school that has two distinct emphasis--service to the community, not merely to the children of school age; and discovery,

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<sup>1</sup>Edward G. Olsen, et al., School and Community, (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1945), p. 11.

development, and use of the resources of the community as a part of the educational facilities of the school. The concern of the community is intended not to restrict the school's attention to local matters but to provide a focus from which to relate the study and action in the larger community--the state, the region, the nation, the world.<sup>1</sup>

Basically, maximum use of the school plant is encouraged so as maximum benefits are derived and needs satisfied. It is "by, of and for" the people, with almost any activity, course, program or service a potential part of its curriculum.

There are several excellent examples of the working community school both in Canada and the United States and it is from these that one can get the best definition of a community school. One of the more famous of these is the Westchester Community School. Its principal, Barry Herman, outlines its features and operation in an article which appeared in Educational Leadership.

The school has an enrollment of 750 students including students from Kindergarten through grade six and four special classes for slow and retarded learners. There is a staff of 42 teacher and an after-school community staff of over 25. Besides the principals, a full time

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<sup>1</sup>Maurice Seay, "The Community School Emphasis in Postwar Education," The Fortyfourth Yearbook of the National Society for the Study of Education, (Chicago: National Society for the Study of Education, 1945), p. 209.

guidance counsellor, two curriculum assistants, teacher aides and many part time ancillary personnel are in the program. One assistant principal serves as the community school coordinator of all school programs.

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The school building is used from 8 a.m. to 10 p.m. six or seven days a week throughout the year. It is used by individuals of all ages and by groups serving young children, children, teenagers, adults and senior citizens in the community.<sup>1</sup>

The community school is used for a wide variety of activities and purposes, but apart from these there is a set of definite aims and objectives.

The community school seeks to improve the quality of human living, includes lay people in school policy and program planning, organizes the required core of the curriculum around the major processes and problems of living, makes the school plant a community center for people of all ages, educational effort and practices and promotes democracy in all human relationships.<sup>2</sup>

To list the innumerable ways in which the community school attempts to achieve its stated purposes would be futile. Through the activities that it sponsors and encourages, the community school acts as a catalyst for action, a center for service, and as a facility for learning. Meyers and Totten discuss a few of the conceivable roles of any community school

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<sup>1</sup>Barry E. Herman, "Winchester Community School: A Laboratory of Ideas," Educational Leadership, XXV (January, 1968), p. 344.

<sup>2</sup>Edward G. Olsen, ed., School and Community, (Englewood Cliffs, New Jersey: Prentice-Hall Inc., 1961), p. 11.

at some length in their article "The Role of the School in Community Development." They relate a situation where the community school would be a means of improving the physical features of a town and of improving the relationship between the school and the community it serves. It would provide facilities for meetings called to clarify and discuss local issues and problems. It would serve as a community service center and it would become a center for the coordination of all community agencies.<sup>1</sup>

The activities and involvements of the community school extend beyond these and could include any and all which would satisfy the perceived and potential needs of the community. Conceivably, these could range from providing a place of relaxation for senior citizens to becoming involved in political lobbying.

Not all schools have reached the point where they can claim 'community school' status. However, it appears that many can claim some degree of use by members of the community. Studies which have related themselves to the community use of schools have aptly demonstrated this fact.

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<sup>1</sup>Spencer Meyers and Fred Totten, "The Role of the School in Community Development," Journal of Educational Administration, IV (October, 1966), pp. 138-141.

## Related Studies

Ralph Benson in his work "Community Utilization of Protestant Public School Facilities for Recreational Purposes in Metropolitan Montreal" studied the problem from a recreational viewpoint.<sup>1</sup> He had three purposes in his study: (a) to determine the policies of the various school boards concerning use of school facilities for recreational purposes, (b) to ascertain the problems associated with permitting community use, and (c) to estimate the degree of use received by school facilities for recreational purposes. Through a personal interview with a representative of each school board, Benson asked set questions regarding each of these three areas.

Among his findings was the fact that there was a great difference in the amount of time school facilities were used varying from not at all to almost twenty-five hours per week. On the average the use of the gymnasium accounted for the bulk of recreational use and in sixty-eight percent of the cases such use was child centered activity.<sup>2</sup> Findings in respect to school board

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<sup>1</sup>Ralph Benson, "Community Utilization of Protestant Public School Facilities for Recreational Purposes in Metropolitan Montreal," (unpublished M. A. Thesis, McGill University, 1966), p. 7.

<sup>2</sup>Ibid., p. 2

policies also varied greatly from board to board. Not all had written policies but all were agreed that the school facilities should be and were available for community use. Rental rates tended to show a similar variation depending on a number of factors from none to commercial rental rates. All school boards, however, emphasised that certain rules and regulations had to be enforced and these were applicants had to be responsible people and school activities were to always have precedence over other activities.<sup>1</sup>

The problems encountered in permitting community use were not of a serious nature although there was some misuse of facilities. However, these were not inhibiting factors generally.<sup>2</sup>

The recommendations made are general but applicable to the diverse schools and school boards concerned. Among them are recommendations which suggest that schools be made available twelve months of the year and that changes be reasonable to encourage use. All school boards should develop comprehensive policies and should attempt to plan future facilities in view of community use.<sup>3</sup>

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<sup>1</sup>Ibid., p. 32.

<sup>2</sup>Ibid., pp. 34-35.

<sup>3</sup>Ibid., pp. 37-41.

In another localized study entitled Administration and Utilization of School Facilities by School and Nonschool Groups in Iowa, James Earl Mitchell studied the problem in a similar way as it pertained to administration and use in a single state.<sup>1</sup> The main purpose of the study was to determine the administrative procedures and the then current practices of selected districts in the state in the areas of policies, utilization, and problems. A fourth purpose was to determine if there was an increase in educational opportunity for children as a result of these.

The sample in this study was selected according to criteria which indicated that they had exemplary programs of school and nonschool use. A personal visit by the researcher and a structured questionnaire interview served as a means of gathering data.

Mitchell found that boards concerned encouraged use of their facilities by the public often through a body other than the school board such as a recreation commission. Apart from the school in the sample, Mitchell stated that other schools were not widely used in the state by nonschool groups and that written policies were not always prevalent, even in the schools of the eight school districts chosen for the study.

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<sup>1</sup>James Earl Mitchell, "Administration and Utilization of School Facilities by School and Nonschool Groups in Iowa", (Ph. D. dissertation, Iowa State University, 1968).



The most comprehensive study in the area of community use of school facilities was done by R. N. Finchum for the United States Department of Health, Education and Welfare called Extended Use of School Facilities.<sup>1</sup> This study was a wide ranging look at present practices and possible variations in the more intense and extended use of school facilities beyond the regular school program. Although some of the study was concerned with extending the standard school operations the greater part concerned itself with facility utilization by nonschool groups. This included an analysis of use according to purpose and of all aspects of the administration of school facilities. The study found that there were certain practices and policies common to all districts especially pertaining to the administration of nonschool use.

#### Review of Chapter

Chapter two outlined much of the current, relevant literature on the community use of schools. It suggested that much support can be found for the practice of permitting school facilities to be used by nonschool groups and that every community has needs that could be best met through this approach. Planning was emphasized as a very important consideration both in the actual use and

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<sup>1</sup>R. N. Finchum, Extended Use of School Facilities, (United States Department of Health, Education and Welfare, Washington, 1967).

the architectural design of the facility. Some insight was provided into the administrative practices and policies which regulate community use of schools and some attention was given to the diverse ways and means that educational facilities are used. The final section of the chapter was concerned with the research done in the area of the community use of schools.

## CHAPTER III

### PROCEDURES

The purposes of the study and the actual geographical environment in which it was conducted influenced the approach used by the researcher. The questionnaire approach was the only one feasible since the study attempted to ascertain the present status of community use of school facilities over a large and isolated geographical area.

#### Development of the Questionnaire

The questionnaire was prepared with items from a wide variety of sources. Other surveys, such as the one conducted by the United States Office of Education in 1967 had many questions which were readily adaptable to provincial conditions.<sup>1</sup> Possible questions were suggested in personal conversations and much of the related literature contained areas of suggested inquiry.

A master list of possible items was then compiled.

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<sup>1</sup>United States Department of Health, Education and Recreation by R. N. Finchum, (School Plant Management Series, Washington, D. C.: Government Printing Office, 1967), p. 72-81.

All items were standardized for terminology and revised for clarity and applicability. This list was divided into four categories which roughly corresponded to the purposes declared in the first chapter.<sup>1</sup> These were:

- (1) Present usage
- (2) The extent of present development of administrative policies
- (3) The feasibility of community use
- (4) Community use

Other questions were added to each category as the study progressed.

From this list a questionnaire consisting of two forms was developed. One form was designed to be answered by all district superintendents and by the representatives of school boards which did not have superintendents. This form will be referred to as the superintendent's or first form from this point on. The second form was to be completed by the principals of the schools selected for the study and will be referred to as the principal's or second form.

The questions on administration, feasibility, and problems encountered were common to both forms, but the first two of these were more comprehensive on the superintendent's form. The principal's form had a series

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<sup>1</sup>Supra, pp. 7-8.

of questions on the matter of facilities and their use in addition to the above mentioned areas. Each form was worded so as to be appropriate to the administrative level at which it was to be answered.

Some questions were duplicated on both forms. This procedure was justified in that different sets of information would be yielded. The principals were asked to complete the questionnaire from the point of view of their own schools and the superintendents were asked to take a more comprehensive approach and respond to the questions as generalizations which applied to the whole of the school board area.

To this basic form was added several items which would permit the classification and identification of the respondent. This section was far more detailed on the form sent to principals in that it sought information relating to the type of school and its enrollment. These factors may have had an indirect influence on the degree of use a school receives and were deemed necessary for comparison purposes.

In the superintendent's form there were four sections. These were:

- (1) Section 1--Identification
- (2) Section 2--Administration
- (3) Section 3--Feasibility
- (4) Section 4--Problems

The first section required the respondent to give their name and title as well as the name of the school board for which they were replying. Section two dealt with nine subtopics of the general section on administration. Some attempt was made to determine whether policy was formal or informal and if there were applications or contracts required for use of schools. The restrictions and obligations placed on the user accounted in a large part for much of this section. Another subsection requested information on security and supervision provision associated with community use. Rental charges and questions pertaining to fees comprised the other major subsection. A question concerning food services, fire safety and planning was also asked. The respondent was asked to give his evaluation of the actual and possible situation in regard to use during nonschool hours. Section four again asked for statements of opinion on present problems and the effect these are having or were likely to have in the personal estimation of the respondent.

The principal's form, in addition to those above, had a fifth section consisting of three composite questions. These were intended to give all necessary data on what, when and how facilities were actually used. As was already mentioned, section two was limited on the principal's form.

These two forms of the questionnaire were submitted to a jury of expert opinions comprised of Doctors Warren and Buffett of the Faculty of Educational Administration and a number of graduate students in Educational Administration at the Memorial University of Newfoundland. On their advice and suggestion, a number of changes in form, content and wording were incorporated into a revised form. This form was again refined on a number of minor points when submitted to the thesis supervisor, Doctor Buffett. However, the overall format of the questionnaire as described above remained the same in that necessary changes were made within that format. Several copies of these two forms were then made with the express purpose of conducting a pilot study.

#### Pilot study

Through the kind cooperation of the central office of the Conception Bay North School Board, a pilot project was conducted, using the revised form. Following one of the regular meetings, five school principals, two superintendents, and two supervisors consented to complete the questionnaire. Although supervisory personnel were not to be included in the selected sample, it was felt that the supervisors concerned were very familiar with school board policy and were capable of adequately answering the form designed to be answered by superintendents.

There was a slight departure from customary procedure to be noted in this preliminary study. The superintendents mentioned above were to be involved in the pilot study and were to be included in the actual sample. It was suggested that this approach was acceptable since their knowledge of the probable questions would not affect their answers in the study itself.

The comments and suggestions made both orally and in writing by those who participated were studied in consultation with Doctors Buffett and Warren. Revisions were again made in the questionnaire to clarify intent and to facilitate response, and a final draft of the questionnaire was approved. Adequate copies of each form were then duplicated for distribution. At this point a covering page was added. It explained the purposes of the study, listing them as four separate areas. Definitions of certain concepts were given where it was essential that respondents have a uniform concept of intended meaning. On this cover also was a short paragraph explicitly outlining the instructions to be followed while completing the questionnaire and the procedures recommended in returning the completed form. A copy of the superintendent's form with its covering letter appears in Appendix B and a copy of the second or principal's form with its covering letter appears in Appendix C.



### Selection of Sample

The sample of the study consisted of persons chosen from two administrative levels in the educational hierarchy in Newfoundland and Labrador. The purposes of the study necessarily determined that all superintendents of education of the recently organized school boards and the chairman or secretary-treasurers of the other school boards in the Province be included, these not having appointed superintendents or not having consolidated to this point. This enabled the researcher to ascertain the situation at this level for the Province as a whole and included the complete population. In total this gave forty-three persons in this portion of the sample. The number in the population was much larger in the case of the school principals. A random stratified sample of seventy-five principals was selected after the population had been grouped according to religious affiliation and the type of school in which the principal worked. These two variables were considered to be of probable importance due to the particular status and development of the Newfoundland educational structure. In the Province there are many religious groups which represent a spectrum of religious and educational beliefs and philosophies. Proportional representation was given to each type of school to get a complete and balanced

picture of present conditions at each and all levels. The type and variety of facilities available in each level of school also tends to be different and hence, more or less conducive to community use. The recent "reorganization" of the educational structure in Newfoundland and Labrador has, in the centralization of schools at each level, given some a more convenient location than others in the community or among several communities.

The total number of seventy-five was selected according to a recognized table of random numbers after having been stratified for the two variables mentioned: religion and types of school.<sup>1</sup> From a current alphabetical list, all schools in the province of a given type were consecutively numbered and a proportional quantity of random numbers applied. The names of the principals of these schools were then acquired, as were the community addresses of their schools from another Department of Education publication.<sup>2</sup> The sample selected from the total population of all schools in the Province was approximately eight per cent for each type of school in each religion and was deemed to be a satisfactory re-

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<sup>1</sup>Herbert Arkin and Raymond Colton, Tables for Statisticians, (New York: Barnes and Noble, Inc., 1968), pp. 158-161.

<sup>2</sup>Newfoundland Department of Education, The Newfoundland and Labrador Schools Directory, (St. John's: Government Printing Office, 1970).

presentation of the total number. (See table 1). The final sample at this level included seventy-five schools of which fifty-two per cent were of less than five rooms in size, and only twenty-five per cent contained ten rooms or more. Over ninety per cent were located outside the five major population centers in the Province and could be regarded as having rural locations.

The final sample for the study consisted of the forty-three school boards and seventy-five school principals for a total of one hundred and eighteen subjects.

A suitable lapse of approximately two weeks was allowed to permit any of the sample to exclude themselves from the study. This period also ensured the researcher that mail would reach the persons concerned. None of the administrators selected for the study showed an unwillingness to participate.

At the end of this period of two weeks the suitable form of the questionnaire was mailed to the subjects. With it was mailed a covering letter (Appendices A and B) and a stamped, self-addressed, return envelope. One of two forms of this letter was sent to the subjects since different and additional information pertaining to the completion and return of the questionnaire had to be provided. The essential difference involved a request for each of the two administrative levels to complete the forms as they applied to their administrative areas.

TABLE 1

NUMBER IN PRINCIPAL'S SAMPLE BY RELIGION AND TYPE OF SCHOOL

Religion	Type of School					Total
	Elementary	All Grade	Central High	Regional High	Jr. High	
Integrated	34	8	5	1	1	49
Roman Catholic	15	2	3	1	0	21
Pentecostal	2	1	1	0	0	4
Seven Day Adventist	0	1	0	0	0	1
						75

One month after the first letters had been mailed and two weeks after the questionnaires were sent out, the first follow up letter was sent to nonrespondents. It surveyed the overall progress of the study at that point in time and asked those who had not replied to do so at their convenience. Appendix D contains this letter.

At this same time a letter requesting a copy of written policy regarding the administration of after hours use of school facilities was sent to superintendents and school board representatives (Appendix E).

Two other follow up letters were sent at later dates (Appendices F and G). The first of these included another questionnaire and another stamped, self-addressed envelope. The second was a personal letter to the sixteen superintendents or school board representatives and eighteen school principals who had not responded thus far.

An effort was then made to contact nonrespondents by other means when it became obvious that some would not reply. Dr. P. J. Warren consented to lend his prestige and personal influence to the study directly by consenting to telephone the superintendents who had not replied, requesting their cooperation. Principals who had not returned their questionnaires and who were in close proximity were contacted by a personal visit. This included four subjects and involved four hundred miles of travel over a three day period.

The final response rate was sixty-five out of seventy-five school principals and thirty-two out of forty-three school board representatives returning the completed questionnaires. This was an eighty-six decimal six per cent (86.6%) and a seventy-four decimal four per cent (74.4%) rate of return respectively and an eighty-three per cent (83%) overall rate of return for the study. This was deemed to be highly satisfactory for a study of this kind.

#### Statistical Methods

The compilation of data was based on the assumption of a random sample. Prior to tabulation, each questionnaire was coded for identification purposes. The data obtained from the questionnaires were hand tabulated on a series of master sheets, one for each question. After a cutoff date had been established and reached actual compilation of information began. Frequencies were totaled from the master sheets, percentages obtained and the measure of central tendency computed for the sample as a whole. The tables which are presented through the remainder of this report were constructed from this data.

### Review of the Chapter

This chapter gave a detailed outline of the procedures followed in conducting the study on "The Community Use of School Facilities in the Province of Newfoundland and Labrador". The construction of the questionnaire, being a large part of the study, was given much attention in this chapter and a description of its contents was provided. The pilot project carried out in the Conception Bay North School Board area was of great assistance and it is also described.

Procedures used to select the sample for the study are outlined and reasons are given for selecting a stratified sample. The final sample consisted of forty-three school board representatives and seventy-five school principals from all over the province.

The questionnaire was mailed to the sample and the follow up procedures employed achieved an eighty-three per cent (83%) response rate. An outline is provided in this chapter of the various steps taken to ensure the successful delivery and return.

Lastly, the chapter indicates how the data were obtained, compiled and interpreted.

## CHAPTER IV

### QUESTIONNAIRE RESULTS

The main purpose of this chapter is the tabulation, compilation, and presentation of the results gathered from the questionnaires returned. Of the one hundred eighteen (118) persons selected for the sample, eighty-three per cent (83%) responded to the questionnaire. The sample, consisting of two distinct groups, was a random stratified one with a response rate of eighty-seven per cent (87%) for the principals and seventy-four per cent (74%) for the school board representatives.

The results will be presented in four sections, corresponding to the four main sections of the questionnaire. In the first three of these, (a) the administration of the community use of schools, (b) the feasibility of extending use of schools to the community and, (c) the problems which have occurred and those which are anticipated, the major findings from both the principals and the school board representatives' questionnaires will be presented. This will permit comparison of the responses given by the two groups. The fourth part of this chapter is



restricted to an analysis of results obtained from the section concerned with the actual utilization of schools. These questions were restricted to the principals form. Where feasible and conducive, tables will be presented to illustrate and clarify results of particular questions or groups of questions.

Percentages will be used as a means of comparing the rate of response of a given option. In such cases, it should be noted that the percentage will refer to number of responses indicated for a particular option as compared to the total number of possible responses to that option. This was deemed necessary to eliminate confounding factors which may be introduced by comparing responses to the total number in the sample or to the total number of questionnaires returned. Where questionnaires were returned, some were blank, in other cases all questions were not answered, in some all parts of a given question were not responded to or several alternatives were selected in response to a given option. These variations in the pattern of response necessitated the adoption of the standard of comparison as stated above.

#### Administration

The first section of both questionnaires dealt with the administration of the community use of schools and considered such areas as policy, applications, rental

fees and supervision among others. The main purpose of this section was to determine the extent of development of administrative policy and to help indicate what administrative practices were in respect to use by nonschool groups.

Fifteen of the sixty-five school principals who replied indicated that they did not have community use of their schools as such. Two of these said that the school doubled as a church and this, as such, was the only form of community use. Most schools suggested there was no use simply because no one requested use. Comments to the effect that the school had no facilities which were usable, their being in a state of disrepair, were received from several of these principals. One also attributed non use to the fact that the school was located in the basement of the church and one indicated that there were facilities in the community which could be and were used. Only one school board suggested that there was little use of the schools in their jurisdiction.

Twenty of the thirty-two replies received from the school board representatives indicated that there was a standard policy and in seventeen cases there was said to be written statement to regulate community use. However, only twenty-five or thirty-nine per cent of the principals who responded had received any such regulatory statement from their school boards. This large difference

in the rate of response could be attributed to school boards having policy but not informing their principals of the existence of such regulations. (see Table 2) This conclusion is borne out by differences existing in the response rate of other items. The principal of a given school or local committee of the school board was given the responsibility of regulating community use in twenty-five per cent of the cases reported, but in about half of these it was without the benefit of direction normally received from a policy.

Over half (53%) of the school boards reported that they had a formal written policy as compared to sixty-one per cent of responding principals who indicated a complete lack of policy. Twelve school boards suggested that their policies were not formalized in writing.

A very small portion of the respondents indicated that application forms were used in requesting use of schools in the after hours. Three school boards and three principals replied in the affirmative to this question. It should be noted that in only one case did a school correspond to the school board into whose jurisdiction it fell in replying to this question. Two schools were apparently using application forms that the school boards had not instituted and two school boards had application forms but these were not being used by their schools. Most schools and school boards admitted to requiring verbal or nonstructured

TABLE 2  
NUMBER AND PERCENTAGES OF POSITIVE  
RESPONSES FOR ADMINISTRATIVE ITEMS

	Principals			School Boards		
	N	Yes	%	N	Yes	%
Had written policy				32	17	53
Had uniform policy	64	25	39	32	20	63
Had application forms	64	3	5	32	3	9
Principals receive applications .....	49	34	70	31	14	45
School Bds. receive applications .....	49	20	41	31	22	71
Reported nonuse	65	15	23	32	0	0
Use restricted to responsible groups.....	59	31	53	31	23	74
Using group opens and closes facility .....	57	32	53	31	10	32
Using group cleans	57	35	61	31	20	63
Using group restores	51	43	84	32	24	75
Rental fees are charged	60	22	37	32	28	88
Employee must supervise	58	26	45	32	19	59
Smoking only in designated areas.....	57	12	21	32	13	41
Group responsible for injuries .....	49	36	74	29	18	62
Group responsible for damages .....	49	36	74	31	21	68
No policy on Cancellation notice....				29	24	83
No policy on prior notice of intended use.				32	22	69
School groups not charged .....				32	30	94
Community use considered in initial planning ...				29	14	48

written applications for use of schools by community groups.

School principals and school boards each saw themselves as most likely to receive applications. With approximately the same frequencies they estimated the other to be less significant as recipients. This discrepancy again illustrates that there is no set policy to regulate this matter or that in fact policy guidelines were not being followed as only three school boards admitted to having no policy.

Seventy-four per cent of school boards reported that in the majority of their dealings with community groups, they required that potential users be responsible persons or groups. Fifty-three per cent (53%) of the principals replying said that they imposed such limitations and some principals suggested that the use of schools was restricted to a given religious sect or to a group associated with it and/or the school.

The school boards and principals maintained that either the janitor or a member of the using group was given the responsibility of opening and closing the school when it is used after hours. Principals indicated that the group was required to perform this act in approximately half (53%) the instances reported and in twenty-five (or forty-one per cent) cases the janitor was responsible. School boards view the situation some what

differently. In only thirty-two per cent (32%) of the replies was the group given the duty while almost seventy per cent (70%) suggested that the janitor should be handling this responsibility.

Both major groups in the study showed a measure of agreement on the matter of cleaning and restoring facilities after use. Some sixty-one per cent (61%) of the principals and sixty-three per cent (63%) of the school boards insisted on the cleaning of facilities. Only seven of the responding boards indicated that they did not require cleaning and five reported not having a policy on this matter. It was policy in seventy-five per cent (75%) of the responding boards and in eighty-four per cent (84%) of the schools to have used facilities restored to their original order after use. A larger number of school boards did not have policy on restoring as compared to those not having policy on cleaning. Six boards did not regulate this aspect of use. Only one school board did not have a regulation regarding rental fees. Eighty-eight per cent (88%) of the boards did charge a fee for use of their facilities but only thirty-seven per cent (37%) of the schools even levied such fees.

In some instances using groups could be paying fees directly to the school board, but this would only partially explain the large variation in response rate.

in that most schools in the study are rural and would hence operate through the local school. School boards claimed that non-school groups were charged in twenty-seven instances, but charged a rental in only one case of use by a group affiliated with the school in question.

The two most important factors considered in determining the amount of the fee to be charged were the type and amount of space to be used. Fourteen of the twenty-eight school boards indicated that amount of space was significant and twenty-one of these selected the alternative dealing with the facility used as being most important. In the order of the number of selections made, the following alternatives were influential in determining the rental structure: length of time in use, utilities used, and the number of paid employees needed to supervise the group.

Rental fees were most often added to the general funds of the school boards but many boards earmarked monies gained in this way to improve the facilities in the school concerned. The personnel involved to supervise activities and the added cost of utilities were other areas to which fees were directed.

The question dealing with the supervision of community use by an employee or designate of the school or school board indicated a measure of agreement. School

boards indicated that in nineteen of the thirty-two replies received (59%), supervision was a condition of use. In a large number of cases, the schools indicated that it was neither the practice nor the policy to insist on supervision. Fifty-five per cent (55%) of the replies fell in category while forty-five per cent (45%) or thirty-two questionnaires suggested supervision as a prerequisite of use. It was indicated by some principals that local circumstances often made it necessary to have a member of the using groups or a community member responsible for the conduct of persons involved in after hours activities.

To determine if administrative policies and practices attempted to regulate the heightened possibility of fire through smoking during community use a question of this nature was included. It was found that at the school board level, it was believed that smoking was permitted in designated areas only. In forty-one per cent (41%) of those reporting however, school principals stated that the instance of restricted smoking was practised in only twenty-one per cent of their schools. Ten of the school boards did not have policy on smoking and in these cases, actual practice was determined by local conditions. In eight schools and six school boards smoking was never per-



mitted. It should be pointed out that even though the school boards policy was a definite no smoking in six cases, it was found that schools in their jurisdiction did allow smoking to occur. In addition, the eight schools mentioned were not in all instances located in the areas regulated by the six boards in question.

Schools and their boards generally agreed that the using group was responsible for any personal injuries or property damages which occurred during use. Sixty-eight per cent (68%) of the boards and seventy-four per cent (74%) of the schools indicated this. There was a large number of questionnaires returned from principals without having this question completed. Four schools were not used at all and so the question did not apply, three schools said there was no policy they were aware of and three suggested that they were not sure of what would happen in the event that there were injuries or damages resulted from community use. The remaining six who did not reply were probably not aware of any policy. In only one school board were such events covered by an insurance policy.

School boards did not require that a specific period of time prior to use or prior to cancellation be given as notice. Twenty-two boards had no policy regulating prior notice of use and twenty-four did not

have a regulation in respect to cancellation. Between two and seven days were given as the most likely duration required before use or cancellation in the remaining boards.

School boards were asked to indicate if they would permit use of their facilities for a variety of activities. Twenty-six of the thirty-one replies indicated that they practised restrictions on the listed activities. Two boards had no policy on restrictions, three did not pose any restrictions on the activities in question and only one school board said that they would not allow any of the given activities. In an activity by activity breakdown, nineteen did not permit gambling while six had no policy, religious gatherings were permitted in twenty-five of the thirty-two school boards and political meetings were found to be agreeable in twenty-one school boards' schools. Alcohol, tobacco and the vending of commercial goods during use was in disfavor in fourteen boards while only six objected to the charging of an admission fee.

The provision of food services during community use was not considered to be an important aspect of community use in that twenty-six of the thirty-one responding school boards had no such policy. Only ten boards replied negatively to a question asking if they

had a policy on smoking during use.

In respect to the initial planning of buildings for community use, the point at which administration first begins it was found that over half of the respondents had not given any consideration to possible use. This indicates that most after hours use of schools is something that occurs incidently to the planning, construction and operation of the day school.

#### Feasibility

The personal opinion of the respondents at the school board level was not reflective of this lack of community use planning in recent years. Ninety-one per cent (91%) said that they believed that the school should be open to the community after schools' normal hours and twenty-eight of the thirty-one replies felt that their school boards would be favourable to having the school available for community use. The attitude of the school principal was felt to be very important in permitting and encouraging use and it was found that a smaller percentage of these people felt that such use was desirable. Seventy per cent (70%) of the principals as compared to ninety-one per cent (91%) of the school boards, replied positively, but twelve of the

TABLE 3  
NUMBER AND PERCENTAGE OF POSITIVE RESPONSES  
FOR SELECTED FEASIBILITY ITEMS

	Principals			School Boards		
	No.	Yes	%	No.	Yes	%
Favorable to having schools used	62	43	70	32	29	91
Requests increasing for use	62	17	27	32	16	50
Community need for use	60	41	68	26	22	85
Would be used if use offered	15	3	20			
Community use possible now	15	3	20	31	29	94
Facilities can be used more often	47	30	64	30	23	77
No persons objecting to use	58	32	55			
School board favorable to use				31	28	90

remaining twenty respondents gave explanations for their answers. These were very similar to the reasons given as to why the schools were not used. Five respondents said that their schools, as they then insisted, should not be opened up because they did not have appropriate facilities which could be used without great difficulty or interference. Two others expressed negative answers since they felt that policies regarding community use were not developed but added that use should be permitted after policy had been derived. Others expressed a desire to have facilities constructed in the community rather than have their schools provide this service and, perhaps, hinder the acquisition of more appropriate facilities. The remainder of the comments were to the effect that there were other facilities which were available and used by the community. Taken in total, the favourable replies for this question amounted to eighty-nine per cent (89%) of the total number of respondents.

At the school board level, there is evidence of an increase in the number of requests to use school facilities in fifty per cent (50%) of those responding. A number of school boards believed that their schools were being used to their potential at that time and hence did not expect an increase of this nature. Prin-

cipals, however, did not see evidence of an increasing desire on the part of people, to use school facilities. Twenty-seven per cent (27%) only reported a noticeable increase in demand.

School principals and school boards both believed that people had needs that could be satisfied through use of the schools. People were either not aware that they had needs or not cognizant of how these identified needs could be satisfied in the estimation of the groups in the study. It is revealing to note that the principals of the fifteen schools which were not used, indicated in these cases alone that people would use the schools if they were made available. On a similar question designed to determine if it was possible to have the schools open under existing conditions, only three principals indicated that it was. Two of these were the same two principals who said that people would use the school. On a slightly different question, ninety-four per cent (94%) of the school boards suggested that community use was possible in their schools under the conditions prevalent in most communities. Eighty-two per cent (82%) of the sixty-five principals indicated that use was the practice or was possible.

In respect to present use or non use, the question was asked whether or not facilities could be used more often than they were at present. The duration of use was

termed to be less than the potential in seventy-seven per cent (77%) of the instances reported. The uses to which facilities were being put were also thought to be narrower in scope than was possible and desirable. Ninety per cent (90%) of the school board representatives answered positively when asked this question. Some sixty-four per cent (64%) of the school principals indicated that their facilities could be used more often and a similar percentage maintained that more activities could be carried on in the school. Three of the returned questionnaires answered negatively on both alternatives because the respondents were certain that the schools concerned were being used to their fullest potential at that time.

In an attempt to ascertain from where in the community objections to community use were likely to come, principals were asked to indicate if there were persons who would not approve of community use of schools. Twenty per cent (20%) of the principals suggested that the school board would likely not approve, twenty-three per cent (23%) said that objection would come from the school itself and twenty-five per cent (25%) said that some community members would not approve. Replies indicated that most people did not object to having schools opened to the public.

### Problems

There are other problems in addition to the objections of particular persons or groups which have affected or could have an affect upon future community use. Only three principals had none of the problems listed and the same three did not anticipate problems arising. Most of those reporting did perceive problems and, as indicated in Table , actual and possible problems were indicated with approximately the same frequency. This same observation could be made with respect to the replies of the superintendents. In addition there is a tendency for respondents to see their future problems as being the same as those they were now experiencing.

By far the most frequently experienced problem had to do with a general lack of supervisory personnel who were capable of providing adequate policing of extra activities. In each instance, principals and school boards reported this to be the most serious of their real and anticipated problems. School boards, however, found this to be a greater obstacle than did principals. The fear of vandalism or the fear of damages to facilities was a close second to the lack of supervision. Again both groups reported damages and vandalism as being serious in present and anticipated situations with boards seeing the problem as being slightly more important. The first deviation from this pattern comes in the third



TABLE 4  
PROBLEMS OF COMMUNITY USE OF SCHOOLS AND PERCENTAGES  
SHOWING WHICH PROBLEMS HAVE OCCURRED AND  
ARE LIKELY TO OCCUR

Problems	Principals		Superintendents	
	Percentage Reporting Problem Have Occurred	Percentage Reporting Problem Are Likely to Occur	Percentage Reporting Problem Have Occurred	Percentage Reporting Problem Are Likely to Occur
	N=52	N=51	N=25	N=23
Costs	8	19	16	26
Supervision Lacking	47	35	68	48
School Interference	22	29	44	39
Damages	41	33	52	48
Storage Lacking	25	27	16	13
Equipment Lacking	35	29	24	35
Cleaning Personnel Lacking	20	21	36	35

most often reported problem. School principals ranked the lack of appropriate equipment as being the next in order of importance and school boards cited the interference with normal school operation as being next in importance. Costs, which are usually pointed to as being the first and most important consideration in any educational venture, was relegated to the least important of all the problems listed by both groups.

When questioned as to the single most important problem, principals and superintendents confirmed that the lack of supervision and fear of damage and vandalism were the biggest and most frequently encountered problems. Three principals said that the hinderances associated with community use were either non existant or insignificant. Other problems were suggested by respondents. One stated that "strict religious puritanism" prevented almost all nonreligious uses of the school and that this was the biggest obstacle to overcome. Another indicated that having the school and church in the same building was not conducive to use.

Sixty per cent (60%) of the principals and fifty per cent (50%) of the school boards said that the problems encountered were usually overcome or minimized so as to permit continued community use. Each group indicated that they expected these problems to become more serious

as time passed and would possibly curtail after hours use.

#### Use of Facilities

The questions on this part of the questionnaire were included only in the principals form. The following represents the responses of this group alone.

The variety of facilities available to community members for use after normal school hours was generally restricted. The basic areas such as classrooms, libraries, school grounds and kitchens were present in the greatest percentage of cases (see Table 5). Among these, libraries and school grounds were reported to be in use in less than thirty-seven per cent (37%) of the cases reported. Facilities which were not generally found in schools but which received much use were gymnasiums, auditoriums, and cafeterias. These reported eighty-six per cent (86%), eighty-three per cent (83%), and sixty-three per cent (63%) respectively. Classrooms and kitchens were areas which were common facilities and which received a high percentage of use being sixty-nine per cent (69%) for classrooms and sixty per cent (60%) for kitchens.

Facilities were most frequently available on weekdays and evenings. Eighty-five per cent (85%) of replies gave the Monday to Friday period as the time during which schools were available for use. Saturdays were the next most frequently reported times that schools

TABLE 5  
 PRESENCE AND UTILIZATION OF  
 VARIOUS SCHOOL FACILITIES

Facility	Number having facility	Percentage reporting use
Gymnasium .....	14	86
Gymnasium Equipment .....	12	58
Auditorium .....	12	83
Auditorium Equipment .....	9	100
Classroom .....	53	69
Classroom Equipment .....	30	50
Cafeteria .....	8	63
Cafeteria Equipment .....	6	17
Kitchen .....	20	60
Kitchen Equipment .....	17	47
Special Rooms .....	8	50
Special Rooms Equipment .....	3	34
Library .....	29	24
Library Materials .....	22	18
General Office Equipment .....	18	44
School Grounds .....	24	37
School Grounds Equipment .....	5	40

N=53

were open for community use. Sixty-eight per cent (68%) of those replying indicated this. Sundays, holidays, and summer vacation periods were reported as times schools were available in fifty-seven per cent (57%) to fifty-nine per cent (59%) of cases. Eighteen per cent (18%) of the sample did not reply to this question indicating that the schools concerned were either not available or were not used.

Schools tended to be used most often during the week and on weekends, weekdays being by far the most popular periods for use. In eighty-one per cent (81%) of the replies received, the respondents indicated that weekdays were times of most use. Saturdays received forty-one per cent (41%) and Sundays a fifty per cent (50%) selection as times of use as well. Holidays and summer vacations were periods during which schools were used in a minimal number of cases.

The period of greatest or most frequent use was during the week, in the days and evenings. Eighty per cent (80%) of those replying indicated this alternative. Weekends were chosen as a distant second with seventeen per cent (17%) reporting Saturday use and twenty-four per cent (24%) indicating Sunday use as being greatest in their schools. Schools were reported as being used most during the summer vacation and holidays in ten per

cent (10%) and in five per cent (5%) of those schools reporting.

While most replies indicated the number of hours per unit time of use, many of these did not estimate the number of people who used the facility. Apparently some subjects who did reply interpreted the question to mean the total number of people involved, others to mean the total number of different people involved and still others believed it to be requesting information regarding the most people using the school at a particular time. Because of these confounding factors, no reference is made to the number of people using school facilities per given time unit of use. There was also some difficulty presented in interpreting the units of time since school weeks and months are not easily translated into the common base of units per year. Therefore, it was deemed presumptuous to convert and the results are presented for each of the time units included on the questionnaire.

Seventy-seven per cent (77%) of the schools reported use for recreational and social purposes, with an average use of eleven (11) hours per week, seven decimal six (7.6) hours per month and forty-six decimal six (46.6) hours per year usage. In this classification, further significant data may be gained by analysing the component activities. For example, physical education or physical

TABLE 6  
HOURLY USE OF FACILITIES FOR DIFFERENT  
TYPES OF ACTIVITIES

	Recreational and Social	Religious	Educational	Cultural	Financial	Political
Number of answering questionnaires reporting use ....	37	25	10	18	12	6
Average hourly use of schools reporting:						
(a) weekly use.	11	2.2	12	6	3	0
(b) monthly use.	7.6	3.5	0	4.3	3	0
(c) yearly use.	46.6	24.6	0	27.8	11.7	7.5
Most hours of use reported by one school:						
(a) per week.	98	3	35	25	3	0
(b) per month.	10	5	0	6	3	0
(c) per year.	300	20	0	100	20	10

N = 48

recreational activities accounted for seventy-five per cent (75%) of these activity hours per week, two decimal nine per cent (2.9%) of the weekly activity hours and fifty-four per cent (54%) of the yearly activity hours. This made it the area of greatest usage for schools both weekly and yearly. Youth groups and social activities together comprised the remaining hours. Socially oriented activities were the most popular of those reported on a monthly basis accounting for ninety-seven per cent (97%) of all reported use.

Uses for religious purposes encompassed a variety of activities including those of the many church organizations and groups, church services, and Sunday School. Fifty-two per cent (52%) or over half of the responding principals said that their schools were used for religious purposes. The weekly average of use was two decimal two (2.2) hours, three decimal five (3.5) hours were averaged per month, and twenty-four decimal six (24.6) hours were reported to be average per year.

Educational use was restricted to adult education and self improvement classes. Use was reported in twenty-one per cent (21%) of the total number of schools for an average of twelve hours per week.

Stage plays and lectures accounted for the majority of all cultural activities reported by thirty-eight per



cent (38%) of the schools completing this question. An average of six (6) hours per week was reported by thirty-three per cent (33%) of the schools. Seventeen per cent (17%) of responding schools suggested a four decimal three (4.3) hour per month usage and the remaining sixty per cent (60%) of the schools indicated an average use of twenty-seven decimal eight (27.8) hours per year.

Twenty-five per cent (25%) of the schools replying to this question had financial activities included in community usage. These were usually directed at raising funds for educational or religious use. The average weekly use was three (3) hours as was the average monthly use. The average use per year amounted to eleven decimal seven (11.7) hours.

Meetings and voting were the only activities carried out in schools by community members that were classified as political in nature. Only thirteen per cent (13%) of schools reported use and this use averaged seven decimal five (7.5) hours per year.

It appeared as if recreational and social activities were the most in evidence of all activities reported in each time unit except in the hours per week use which was used most for educational purposes. Seven decimal six (7.6) hours per month and forty-six decimal six (46.6) hours per year were the highest average use reported in

each time unit and this was for recreational and social purposes and eleven (11) hours was averaged for recreational and social activities.

Activities which were of a recreational or social nature, were invariably reported as the areas which contributed the largest number of hours per unit of time of use. One school gave one hundred twenty-three (123) total hours of use per week of which ninety-eight (98) hours were recreational and social activities. Eighteen (18) hours was the most use any school received per month while three hundred (300) hours was the most use reported per year.

Thirty-five (35) hours was the second most intensive weekly use and this was for adult education classes which were held on a regular basis. Recreational and social activities, particularly social activities, accounted for the single instance of most intensive use with one school reporting ten (10) hours per month for social activities. Physical education activities took place in one school three hundred (300) hours per year making it the highest reported usage per year. Another school gave a total of one hundred (100) hours per year for cultural uses.

The average use per week of the schools reporting weekly usage was thirteen decimal seven (13.7) hours.

Six decimal two (6.2) hours was the average reported over all possible activities in the schools reporting monthly use and forty-nine decimal five (49.5) was the yearly average of those who reported community use on a yearly basis (see Table 6).

### Summary

The responses received from the principals and from school board representatives tended to involve the whole range of alternatives offered. In the first section, administration, there was often diversity in the percentages of responses given by the two groups in the sample.

On the matter of established policy regulating use, principals suggested that they were aware of a policy only in thirty-nine per cent (39%) of reported cases while school board representatives maintained that sixty-one per cent (61%) of their number had a policy.

Most schools and school boards did not have an application form which was used by community members wishing to avail of facilities. Business relating to community use was conducted on a personal basis with principals or superintendents and as a result, the principals are required to operate without the benefit of policy direction.

The school board respondents' view of the facility use to responsible groups did not conform with the actual

practice. Whereas seventy-five per cent (75%) of the school board representatives said that restriction was practiced, only forty-eight per cent (48%) of the principals replied in the affirmative.

Sixty-one per cent (61%) of the school board replies indicated that the custodian or janitor was given the responsibility for opening and closing the facility when it was being used after normal school hours. Thirty-nine per cent (39%) of the principals replying said that this was the actual situation. In fifty per cent (50%) of the cases reported, principals indicated that the group using the facility was given full responsibility for entering, leaving and presumably securing the building.

There was approximate agreement between the two groups in the sample on the administration of cleaning and restoring facilities. Sixty-three per cent (63%) of the school boards said that groups were required to clean facilities used and fifty-four per cent (54%) of the principals required cleaning in their schools. The percentage of responses was higher in respect to restoring furniture and facilities. Seventy-five per cent (75%) of the school boards indicated that restoration was a part of their policy and sixty-six per cent (66%) of the principals said that this was normal practice.

A very high percentage of the school boards said that rental fees were charged for use of facilities but only

one third (33%) of the school principals did in fact levy a charge for use. The large variation in percentage of answers can be possibly explained by the fact that school boards charged rentals only on occasion.

In forty per cent (40%) of the principals' replies, it was indicated that after hours activities had to be supervised by a school board employee. In the remaining sixty per cent (60%) of cases community members were permitted to use facilities on their own. However, school boards thought that in sixty per cent (60%) of all cases supervision was a prerequisite for use.

The majority of cases reported indicated that the group using the facility was responsible for damages and injuries occurring during use. It is not clear however, if the persons availing of school properties were made aware of this fact.

Schools were not generally conceived of as being possible facilities for community use. Fifty-two per cent (52%) of the responding school board representatives indicated that this consideration was not an active part of their planning programs.

In opposition to the actual tendency in planning, both school principals and school boards thought that schools should be open for community use after normal hours. There were no major obstacles preventing community use reported. Ninety-one per cent (91%) of the school boards felt that community use was practical under

the circumstances present.

People did not appear to be taking advantage of this positive attitude. Sixty-nine per cent (69%) of the principals and fifty per cent (50%) of the school board representatives said that there was no noticable increase in the requests for use received. It was estimated, however, by both groups in the sample that the people in their jurisdiction had definite needs which could be satisfied through use of the schools. More extensive use for a wider variety of activities was felt to be possible.

There were some variations in the problems perceived by the school boards and by the school principals. The first group indicated that a lack of supervision, vandalism and interference with normal school operation were the problems which have occurred. Principals, in fact, found that the interruption of the normal operation of the school was one of the lesser problems and saw that a lack of equipment appropriate to use caused problems.

In projecting into the future in respect to problems, school board representatives again choose the same three as being likely to occur. Principals as well felt that the same problems would be present, but elevated 'interference with normal operations' to the category of the other three. In all cases, the majority of responses indicated that present and future problems have not nor would not prevent use of school facilities.

## CHAPTER V

### CONCLUSIONS AND RECOMMENDATIONS

#### Summary

This study has stated as its objectives the investigation of present community usage of schools in Newfoundland, school board policies, the problems associated with after hours use, and the feasibility of community use. It was stated in Chapter One that conditions were conducive for a study into these areas at this time. The Newfoundland society is becoming more urbanized, people are becoming better educated and demanding more social services and the role of the school in Newfoundland society seems to have changed. These factors, considered together with the forecast by educators of a deluge of demands by the populace to use their schools on a twenty-four hour basis, make the study a necessity.

It was demonstrated in Chapter Two that educators feel now as they have felt for decades that the school is about to enter a "golden age" of community use. Time alone will confirm or deny this belief. The concept of community use of schools has its adherents

who have put forth some very compelling arguments in favouring this stand. Some discussion was given to the merging of the school and community, a trend which is held by some to be the only direction for education in a rapidly changing world. Planning and community involvement in education were mentioned in the chapter as being important aspects of community use. Much emphasis was placed on policy and policy administration but the major part of the chapter was devoted to the various kinds of organization that the community use of schools has fostered. Finally, consideration was given to other studies of a similar nature.

Chapter Three outlined the procedures followed from the development of the questionnaire to its administration and interpretation. Chapter Four presented the data obtained from the questionnaires returned. The analysis was a question by question tabulation of percentages for given alternatives. This section, Chapter Five, will present the conclusions and recommendations of the study.

#### Conclusions

The conclusions presented below have been drawn from the compiled results obtained from the returned questionnaires. The statement of the conclusions is understood to apply to the majority case unless otherwise stated. Only major conclusions will be stated and these



will correspond to the four areas of concern as stated in Chapter One. On the basis of the results of the questionnaires received from both groups in the study it would seem that:

- (1) The administration of the community use of schools has become the responsibility of the school principal. Whereas the school boards claimed to have a uniform, written policy, very few did or were able to produce a copy of this policy. Principals were left with the responsibility of developing and applying their own rules and regulations to use of schools in the after hours. In many cases this was ineffective. This lack of communication between the schools and their respective school boards tended to be evident throughout the study. Differences were reported in what was said to be school board policy and in what was the actual practice in the schools. Generally, there appears to be no established procedure for application, use, or the conduct of activities by community groups.
- (2) The feasibility of extending use of schools to community members in the after hours was agreed upon by both principals and school board representatives as being a desirable and necessary trend in Newfoundland education. It was felt that there were needs in the community which could be met by use of the schools and that such use could be achieved with a minimum of difficulty. However, People needed to be encouraged to use facilities.
- (3) The problems associated with the community use of schools were not viewed as being prohibitive. A lack of responsible supervision was noted as being the major problem experienced. Problems which were associated with people could be overcome and those which resulted from other factors such as facilities or costs were regarded as being less significant.

- (4) The present use of school facilities by community members was found to be neither intensive nor extensive. Most schools received little or no outside use and many which were used sheltered activities of questionable community benefit. Many activities were directed at the physical or social recreation of large groups.

#### Recommendations

In view of the general tendency towards consideration of the community use of schools in Newfoundland as outlined in Chapter One, the summary of literature in Chapter Two, and the results outlined in the previous chapter there are a number of recommendations that can be made. These, it is believed, may be useful to school boards, administrators, recreationalists and others who may be involved in a program of community use of school facilities.

These recommendations and the conclusions stated above will be similar in nature due to the fact that they are largely drawn from the same sources. Drawing on established practice elsewhere and present conditions in this province in respect to public use of school facilities after normal school hours, it would be recommended that:

- (1) Schools and school boards make a conscious and concerted effort to have the people of the community become involved in the school, and to make them aware of the potential of community use of the schools as a means of meeting their real and potential needs.
- (2) All groups interested in community education be given the opportunity to influence the planning processes to ensure that schools be constructed and equipped with use by all

community members as the primary function.

(3) The planning process involve consideration of:

- i. lounge space that would serve as a controlled smoking area during use.
- ii. office space for use by community members which would be a control center for after hours use.
- iii. storage facilities for equipment and projects used only in the community program.
- iv. washrooms with accessibility from outside activity areas.
- v. a first floor location for any areas likely to be used by community groups.
- vi. ample parking space which may double as a childrens play area.
- vii. locating areas to be used in a zone of the school which can be located and isolated from the rest of the school.
- viii. providing direct outside accessibility to all areas used by community groups.
- ix. zoning utilities to permit their use only in those areas being used.
- x. inclusion of high use facilities and multiuse areas such as gymnasiums and libraries.

(4) School boards offer their facilities to groups in the community which assist in meeting community needs and in resolving community problems.

(5) The school boards concerned make public the fact that their school facilities are available after normal hours, on weekends, during holiday periods and throughout the summer vacation, and that schools not now available be made available on a full year basis for community groups wishing to use their facilities.

- (6) Use of school facilities by community members not be permitted to interfere in the day school program, and that use of school facilities by school pupils take priority over use by any other group.
- (7) Each school board develop policy, procedures, rules and regulations which would govern all phases of community use of facilities.
- (8) All policies be:
  - i. written.
  - ii. clear and concise.
  - iii. formulated in consultation with community groups.
  - iv. made known to the public.
  - v. communicated to all school principals.
- (9) All policies include:
  - i. a general statement of aims.
  - ii. a definition of user eligibility.
  - iii. charges and fee schedule.
  - iv. a list of restricted activities.
  - v. times of availability.
  - vi. equipment regulations.
  - vii. an outline of custodial responsibilities and supervision.
  - viii. a clear statement of responsibility for damages and injury.
  - ix. general rules and regulations pertaining to the facility.
  - x. a copy of the application form and contract.

- (10) School boards develop a combined application form and contract which would be completed by all groups intending use.
- (11) All application forms and contract stipulate pertinent information relevant to:
  - i. the school, date and time of use.
  - ii. the name of the using group.
  - iii. the activity to be conducted.
  - iv. the facilities and equipment to be used.
  - v. the names of the appointed supervisor.
  - vi. the rental rate.
  - vii. an agreement to abide by the rules and regulations governing use.
  - viii. the responsibilities of the group.
- (12) Rental rates for use of school facilities by members of the community be kept to a minimum and cover only the costs of operation for the period of use.
- (13) Supervision by a responsible member of the community who is proposed by the using group and approved by the school principal be a prerequisite of use.
- (14) Cooperative agreements be made between provincial, municipal, recreational and school authorities regarding the acquisition, funding, development and use of school facilities.
- (15) The community school concept be pursued and adapted where necessary by schools in this province as a viable and desirable form of community education and involvement.
- (16) The provincial government provide grants to school boards to encourage the establishment of community schools and defray additional expenses incurred by community use.

- (17) The provincial government in conjunction with school boards conduct a pilot study into the community school concept by establishing several such schools in selected centers.
- (18) Teachers be utilized and trained to work in programs which would involve community members in the after hours use of school facilities.
- (19) Government establish the position of co-ordinator of school utilization on a regional basis to facilitate community use of schools.

The above recommendations represent general suggestions which may require some changes to suit particular circumstances prior to their implementation. It is suggested that from these general recommendations a more specific set of recommendations may be derived.

#### Suggestions for Further Study

It is believed that this study has revealed the state of community use of school facilities in the Province of Newfoundland and Labrador. However, there remains a wide area of study yet to be completed. Research suggested by this work which would be of benefit include:

- (a) a study of selected schools which are recognized as having exemplary after hours programs.

and of great importance would be:

- (b) a study of the needs of various community groups with suggestions as to how these needs can be translated into action programs through school use.

APPENDICES

## APPENDIX A

Dear Fellow Educator:

I am a graduate student in Educational Administration at Memorial University. As part of the requirements for the Master's degree, I am undertaking thesis work in the area of community use of school facilities in the province.

This study is being conducted under the direction of Dr. P. J. Warren and Dr. F. Buffett of the Department of Educational Administration at the University.

The survey will attempt to determine or measure:

- (a) the extent of present community use of school facilities.
- (b) the School Board's administrative policy on community use.
- (c) the feasibility of extending or introducing use of school facilities to the community.
- (d) the problems associated with permitting community use.

In the near future, I will be sending a questionnaire to you and to a selected number of other educators. To conserve your valuable time, every effort has been made to make the questionnaire as easy as possible to complete.

I would appreciate it very much if you would assist in this study by having the forthcoming questionnaire completed and returned at your earliest convenience.

Yours very truly,

Brian F. Nolan



## APPENDIX B

Dear Fellow Educator:

Some time ago I wrote you to the effect that I was conducting a study into the community use of school facilities in the province.

Enclosed you will find a questionnaire which has been constructed to facilitate ease of completion.

I am relying on your informed opinion to answer the questions from the point of view of the total School Board area. It is important that you answer all questions by checking as many alternatives as necessary.

Please return the completed questionnaire in the stamped, self-addressed envelope as soon as possible.

Thank you for your time and cooperation.

Very truly yours,

Brian F. Nolan

QUESTIONNAIRE  
ON THE  
COMMUNITY USE OF SCHOOL FACILITIES

PURPOSE: This study will attempt to measure or determine:

- (a) the extent of present community use of school facilities.
- (b) the administrative policies regulating community use of school facilities.
- (c) the feasibility of extending of introducing use of school facilities to the community.
- (d) the problems encountered or anticipated by extending use to interested groups.

DEFINITION: In this questionnaire community use is defined as use by persons or groups in the community for functions considered to be outside the normal school closing time and voluntary in nature.

Facilities are considered to be all the buildings, equipment and property classified as belonging to the school.

INSTRUCTIONS: It is important that you check ( ) as many blanks as are necessary to give a complete answer. After each question, a space is provided for any comments you may wish to make. Please mail the completed questionnaire in the enclosed, stamped, self-addressed envelope as soon as possible.

I wish to thank you for your cooperation.

Brian F. Nolan

## SECTION 1

IDENTIFICATION

Name of person reporting: \_\_\_\_\_

Title of person reporting: \_\_\_\_\_

Name of School Board: \_\_\_\_\_

## SECTION 2

ADMINISTRATIONPolicy

1. Is the community use of schools regulated by:

- (a) the individual school principal? ...Yes 1. No 2.  
 (b) a district or local committee? .....Yes 3. No 4.  
 (c) a uniform School Board policy? .....Yes 5. No 6.

Comments, if any. \_\_\_\_\_

 \_\_\_\_\_  
 \_\_\_\_\_

2. If there is a set School Board policy, indicate if it is written or unwritten.

Written 1.  
 Unwritten 2.

Comments, if any. \_\_\_\_\_

 \_\_\_\_\_  
 \_\_\_\_\_

3. Does the School Board have official application forms which are to be completed by those wishing to use school facilities?

Yes 1. No 2.

Comments, if any. \_\_\_\_\_

 \_\_\_\_\_  
 \_\_\_\_\_

Section 2. Administration (cont'd)Applications:

4. Please place a check mark opposite the persons who are designated by the School Board to receive applications (of any form) to use school facilities.

Secretaries ..... 1.  
 Principals or Vice-principals..... 2.  
 Teachers ..... 3.  
 Superintendents..... 4.  
 School Board members ..... 5.  
 Specify other persons below.  
 \_\_\_\_\_ 6.  
 \_\_\_\_\_ 7.  
 No policy on this matter ..... 8.

Comments, if any \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

Contracts

5. Does the School Board have an official contract which is signed by those intending to use school facilities?

Yes \_\_\_1. No \_\_\_2.

Comments, if any. \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

Restrictions and Obligations:

6. Does permission given to use school facilities usually involve:

(a) stipulation of the facilities to be used?

Yes ..... 1.  
 No ..... 2.  
 No policy on this matter ..... 3.

Section 2. Administration (cont'd)

- (b) an indication of the janitorial and supervisory services to be provided by the school?

Yes..... 1.  
 No ..... 2.  
 No policy on this matter ..... 3.

- (c) a statement of the restrictions and obligations of the group using the facility?

Yes ..... 1.  
 No ..... 2.  
 No policy on this matter ..... 3.

7. Does the School Board restrict use of school facilities to responsible persons or groups ?

Yes..... 1.  
 No ..... 2.  
 No policy on this matter ..... 3.

Comments, if any. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

8. How long before the time of intended use must groups:

- (a) ask permission or make application to use school facilities?

- (b) give notice of intent to cancel?

1 day or less ..... 1. 1.  
 2 to 7 days ..... 2. 2.  
 8 to 14 days ..... 3. 3.  
 2 weeks to 1 month ..... 4. 4.  
 No policy on this matter ..... 5. 5.

Comments, if any. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Section 2. Administration (cont'd)

9. Does the School Board permit use of school facilities if the following activities occur during use of the school by the community?

	Yes	No	No Policy
Gambling .....	1.	1.	1.
Religious Services .....	2.	2.	2.
Political Meetings .....	3.	3.	3.
Alcohol or Tobacco is used ..	4.	4.	4.
Commercial goods are sold ...	5.	5.	5.
Admission is charged.....	6.	6.	6.
Please specify other unacceptable activities below.			
.....	7.	7.	7.
.....	8.	8.	8.

Comments, if any. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

10. Does the School Board require that groups or persons using school facilities be responsible for:
- (a) cleaning of facilities that have been used?
- (b) restoring to their original order facilities that have been used?

(a) (b)

Yes.....	1.	2.
No .....	2.	5.
No policy on this matter .....	3.	6.

Comments, if any. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Section 2. Administration (cont'd)

11. Who must finance the repair of property damages and who is responsible for personal injuries occurring during community use of school facilities?

## Property Personal

School Board .....	1.	1.
Individual school .....	2.	2.
Group using facility .....	3.	3.
Covered by insurance .....	4.	4.
Usually decided by mutual agreement.	5.	5.
No policy on this matter .....	6.	6.

Comments, if any. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Security and Supervision:

12. Must community use of school facilities be supervised by an employee or designate of the school or School Board?

Yes.....	1.
No .....	2.
No policy on this matter .....	3.

Comments, if any. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

13. Indicate to whom the School Board gives the responsibility for opening and closing the building when it is used after normal school hours?

Member of group using facility .....	1.
Custodian or janitor .....	2.
Teacher or principal .....	3.
Designated person .....	4.
Please specify other persons below.	

_____	5.
_____	6.

Comments, if any. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Section 2. Administration (cont'd)

## Rentals:

14. Does the School Board charge rental fees to:

- (a) school groups? .  
 (b) nonschool groups?

Yes ..... 1.  
 No ..... 2.  
 No policy on this matter ..... 3.

Comments, if any. \_\_\_\_\_

\_\_\_\_\_  
 \_\_\_\_\_

15. If only nonschool groups are charged rental fees, indicate by a check mark those groups for whom the School Board makes exceptions.

Youth Organizations ..... 1.  
 Service Groups ..... 2.  
 Church Organizations ..... 3.  
 Please specify other exceptions below.

\_\_\_\_\_ ..... 4.  
 \_\_\_\_\_ ..... 5.  
 \_\_\_\_\_ ..... 6.  
 No set policy on this matter ..... 7.

Comments, if any. \_\_\_\_\_

\_\_\_\_\_  
 \_\_\_\_\_



Section 2. Administration (cont'd)

16. If rental fees are variable rather than fixed, check the space opposite the factors which the School Board uses to determine the total charge.

Type of space to be used .....	1.
Amount of space to be used .....	2.
Length of time scheduled .....	3.
Time of day facilities are to be used .....	4.
Type and amount of equipment to be used .....	5.
Time of week space is to be used .....	6.
Utilities required (Heat, light, etc.) .....	7.
Holiday or Sunday use .....	8.
Number of custodians and/or other employees required to operate and supervise facility ...	9.
Please specify other factors below.	
_____	10.
_____	11.
No policy on the matter .....	12.

Comments, if any. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

17. Check the statement(s) which indicate(s) the use made of the money collected from rentals of school facilities.

To pay personnel .....	1.
To pay cost of utilities .....	2.
To improve school facilities .....	3.
Added to school district funds .....	4.
To cover costs of possible damages .....	5.
Please specify other uses below.	
_____	6.
_____	7.

Comments, if any. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Section 2. Administration (cont'd)Food Services:

18. Does the School Board have a policy which regulates the provision of food services and food facilities in the school when it is used by the community:

Yes    1. No    2.

Comments, if any. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Fire Safety:

19. Please check the statement which best describes the School Board's policy on the matter of smoking in the school when it is used by community groups.

Smoking is permitted only in designated areas.....    1.  
 Smoking is not permitted in the school .....    2.  
 Dependent on the age of the group .....    3.  
 No set policy on this matter .....    4.

Comments, if any. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Planning:

20. Has consideration been given to the possible community use of school facilities in the planning of recent school buildings?

Yes    1. No    2.

Comments, if any. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

## SECTION 3

FEASIBILITY

1. Do you believe that the schools should be open to the community after normal school hours?  
Yes   1. No   2.

Comments, if any. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

2. Do you feel that the School Board is favourable towards community use of school facilities?  
Yes   1. No   2.

Comments, if any. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

3. Are there increasing requests being made by members of the community to have the schools available for use after normal school hours?  
Yes   1. No   2.

Comments, if any. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

4. Do the people in the School Board's area have needs which could be best met by using school facilities?  
Yes   1. No   2.

Comments, if any. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Section 3. Feasibility (cont'd)

5. Under present circumstances, is it possible to have the schools open after hours for community use?

Yes   1  . No   2  .

Comments, if any. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

6. If the schools are now available after normal school hours, could the people of the communities in your district be using the schools:

(a) more extensively than they are now? Yes   1  . No   2  .

(b) for a wider variety of activities? Yes   3  . No   4  .

Comments, if any. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

## SECTION 4

PROBLEMS

1. In permitting community use of your schools, indicate by a check mark the problems which:

(a) have occurred.

(b) are likely to occur.

Prohibitive costs.....	<u>  1  </u>	<u>  1  </u>
Lack of adequate supervision .....	<u>  2  </u>	<u>  2  </u>
Interference with normal school operation.....	<u>  3  </u>	<u>  3  </u>
Damage to facilities or fear of vandalism.....	<u>  4  </u>	<u>  4  </u>
Lack of storage space.....	<u>  5  </u>	<u>  5  </u>
Lack of appropriate equipment .....	<u>  6  </u>	<u>  6  </u>
Lack of personnel to perform extra cleaning .....	<u>  7  </u>	<u>  7  </u>
Please specify other problems below .....	<u>  8  </u>	<u>  8  </u>
.....	<u>  9  </u>	<u>  9  </u>

Section 4. Problems (cont'd)

Comments, if any. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

2. Which of the above problems do you feel is the major one? Indicate your answer by placing the number of the appropriate response blank in the space to the right. \_\_\_\_\_1.

Comments, if any. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

3. Have these problems prevented the School Board from extending use of school facilities to the community?  
Yes \_\_\_1. No \_\_\_2.

Comments, if any \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

4. Will the above problems prevent community use in the future?  
Yes \_\_\_1. No \_\_\_2.

Comments, if any \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Any additional comments: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

## APPENDIX C

Dear Principal:

Some time ago I wrote you to the effect that I was conducting a study into the community use of school facilities in the province.

Enclosed you will find a questionnaire which has been constructed to facilitate ease of completion.

You are asked to answer the questions from the point of view of your own school. It is important that you check as many alternatives as are necessary to give a complete answer.

Please return the completed questionnaire in the stamped, self-addressed envelope as soon as possible.

Thank you for your time and cooperation.

Yours very truly,

Brian F. Nolan

QUESTIONNAIRE  
ON THE  
COMMUNITY USE OF SCHOOL FACILITIES

PURPOSE: This study will attempt to measure or determine:

- (a) the extent of present community use of school facilities.
- (b) the administrative policies regulating community use of school facilities.
- (c) the feasibility of extending or introducing use of school facilities to the community.
- (d) the problems encountered or anticipated by extending use to interested groups.

DEFINITIONS: In this questionnaire community use is defined as use by persons or groups in the community for functions considered to be outside the normal school closing time and voluntary in nature.

Facilities are considered to be all the buildings, equipment and property classified as belonging to the school.

INSTRUCTIONS: It is important that you check (\_\_\_) as many blanks as are necessary to give a complete answer. After each question, a space is provided for any comments you may wish to make. Please mail the completed questionnaire in the enclosed stamped, self-addressed envelope as soon as possible.

I wish to thank you for your cooperation.

Brian F. Nolan

## SECTION 1

IDENTIFICATION

Name of person reporting: \_\_\_\_\_

Title of person reporting: \_\_\_\_\_

Name of School Board: \_\_\_\_\_

Name of School: \_\_\_\_\_

Address of School: \_\_\_\_\_

Type of School: Elementary or primary ..... 1.  
 All-grade ..... 2.  
 Junior High ..... 3.  
 Central High ..... 4.  
 Regional High ..... 5.

Enrollment of School:

1-100 pupils ..... 1.  
 101-300 " ..... 2.  
 301-500 " ..... 3.  
 501 plus " ..... 4.

## SECTION 2

ADMINISTRATION

1. Have you received a written or verbal statement from the School Board outlining its policy on the after school use of school facilities?

Yes \_\_\_ 1. No \_\_\_ 1.

Comments, if any. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_



Section 2. Administration (cont'd)

2. How do community groups make application to use school facilities?

Standard application form ..... 1.  
 Other written form ..... 2.  
 Orally ..... 3.  
 Please specify other ways below.  
 \_\_\_\_\_ 4.  
 \_\_\_\_\_ 5.

Comments, if any. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

3. Please place a check mark opposite the person(s) who usually receives applications (of any form) to use your school.

Teachers ..... 1.  
 Principal ..... 2.  
 School Board ..... 3.  
 Please specify other persons below.  
 \_\_\_\_\_ 4.  
 \_\_\_\_\_ 5.

Comments, if any. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

4. Is the use of your school after normal school hours restricted to certain persons or groups?

Yes 1. No 2.

Comments, if any. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Section 2. Administration (cont'd)

5. Who is responsible for opening and closing the school building when it is used after normal school hours?

Member of group using facility ..... 1.  
 Custodian or janitor ..... 2.  
 Principal or teacher ..... 3.  
 Please specify other persons below.  
 \_\_\_\_\_ 4.  
 \_\_\_\_\_ 5.

Comments, if any. \_\_\_\_\_

6. Is the group using your school after normal school hours responsible for:

(a) the cleaning of facilities  
 that have been used? ..... Yes \_\_\_1. No \_\_\_2.

(b) restoring facilities that have  
 been used to their original  
 order? ..... Yes \_\_\_1. No \_\_\_2.

Comments, if any. \_\_\_\_\_

7. Are rental fees ever charged for the use of your school?

Yes \_\_\_1. No \_\_\_2.

Comments, if any. \_\_\_\_\_

8. Has it been the practice in your school to have a member of the school staff (teacher, janitor, etc.) present during after school use by members of the community?

Yes \_\_\_1. No \_\_\_2.

Comments, if any. \_\_\_\_\_

Section 2. Administration (cont'd)

9. When the school is used by community groups smoking is:

permitted only in designated areas ..... 1.  
 not permitted ..... 2.  
 permitted if group is mature ..... 3.  
 always permitted ..... 4.

Comments, if any. \_\_\_\_\_

\_\_\_\_\_

10. Who is responsible for damages or injuries incurred during use of your school?

School Board ..... 1.  
 Individual school ..... 2.  
 Group using the school ..... 3.  
 Usually decided by mutual agreement ..... 4.  
 Please specify others below.

\_\_\_\_\_ 5.  
 \_\_\_\_\_ 6.

Comments, if any. \_\_\_\_\_

\_\_\_\_\_

## SECTION 3

FEASIBILITY

1. Are there other facilities in the community which are designed or could be used to meet community needs?

Yes \_\_\_ 1. No \_\_\_ 1.

Comments, if any. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Section 3. Feasibility (cont'd)

2. Do you believe that your school should be open to the community for use after normal school hours?

Yes   1  . No   2  .

Comments, if any. \_\_\_\_\_

3. Are there increasing requests being made by members of the community to have the school available for use after normal school hours?

Yes   1  . No   2  .

Comments, if any. \_\_\_\_\_

4. Do you believe that the people of the community have needs which could be best met by using school facilities?

Yes   1  . No   2  .

Comments, if any. \_\_\_\_\_

5. If the school is not now available, would the people of your community use the school, if they were given the opportunity?

Yes   1  . No   2  .

Comments, if any. \_\_\_\_\_

6. If the school is not available for use after normal school hours, is it possible to make it available under present circumstances?

Yes   1  . No   2  .

Comments, if any. \_\_\_\_\_

Section 3. Feasibility (cont'd)

7. If the school is now available for use after normal school hours, could the people of your community be using the school:

More often than they are now .... Yes   1  . No   2  .  
 For a wider variety of activities. Yes   3  . No   4  .

Comments, if any. \_\_\_\_\_  
 \_\_\_\_\_

8. Are there persons or groups who object to having the school open after normal school hours for community use?

In the school concerned ..... Yes   1  . No   2  .  
 On the School Board ..... Yes   3  . No   4  .  
 In the community ..... Yes   5  . No   6  .

Comments, if any . \_\_\_\_\_  
 \_\_\_\_\_

## SECTION 4

PROBLEMS

1. In permitting community use of your school, indicate by a check mark the problems which:

(a) have occurred.  
 (b) are likely to occur.

Prohibitive costs .....	<u>  1  </u>	<u>  1  </u>
Lack of adequate supervision .....	<u>  2  </u>	<u>  2  </u>
Interference with normal school operation ..	<u>  3  </u>	<u>  3  </u>
Damage to facilities or fear of vandalism ..	<u>  4  </u>	<u>  4  </u>
Lack of storage space .....	<u>  5  </u>	<u>  5  </u>
Lack of appropriate equipment .....	<u>  6  </u>	<u>  6  </u>
Lack of personnel to perform extra cleaning.	<u>  7  </u>	<u>  7  </u>
Please specify other problems below.		
_____	<u>  8  </u>	<u>  8  </u>
_____	<u>  9  </u>	<u>  9  </u>

Section 4. Problems (cont'd)

2. Which of the above problems do you feel is the major one?

Indicate your answer by placing the number of the appropriate response blank in the space to the right.

\_\_\_1.

Comments, if any. \_\_\_\_\_

3. Have these problems prevented community use of your school in the past?

Yes \_\_\_1. No \_\_\_2.

Comments, if any. \_\_\_\_\_

4. Will the above problems prevent community use in the future?

Yes \_\_\_1. No \_\_\_2.

Comments, if any. \_\_\_\_\_

UTILIZATION

1. Which of the following facilities do you have in your school, which of these could be used and which ones are used by the community?

	Have	Could be used	Are Used
Gymnasium .....	1.	1.	1.
Gymnasium equipment .....	2.	2.	2.
Auditorium .....	3.	3.	3.
Auditorium equipment .....	4.	4.	4.
Classrooms .....	5.	5.	5.
Classrooms equipment .....	6.	6.	6.
Cafeteria .....	7.	7.	7.
Cafeteria equipment .....	8.	8.	8.
Kitchen .....	9.	9.	9.
Kitchen equipment .....	10.	10.	10.
Special rooms (music, etc.) ..	11.	11.	11.
Special rooms equipment .....	12.	12.	12.
Library .....	13.	13.	13.
Library materials .....	14.	14.	14.
General office equipment .....	15.	15.	15.
School Grounds .....	16.	16.	16.
School Grounds equipment .....	17.	17.	17.
Please specify others below.			
_____	18.	18.	18.
_____	19.	19.	19.
_____	20.	20.	20.

Comments, if any. \_\_\_\_\_

2. When is your school available, when is it used and when is it used most by the people in the community?

	Available	Used	Used Most
Weekdays or evenings .....	1.	1.	1.
Saturdays .....	2.	2.	2.
Sundays .....	3.	3.	3.
Holidays .....	4.	4.	4.
Summer Vacation .....	5.	5.	5.
Please specify other times below.			
_____	6.	6.	6.
_____	7.	7.	7.
_____	8.	8.	8.

Section 5. Utilization (cont'd)

3. For which purposes, how long and by how many persons are school facilities used? (Please specify other activities in the blanks provided. If an activity lends itself to more than one category, place it in the one most likely to be chosen by the participants. Use only one time unit to indicate time used and approximate the number of people involved during this time.)

<u>RECREATIONAL AND SOCIAL</u>	Hrs./ wk.	Hrs./ mth.	Hrs./ yr.	No. of persons
Physical Recreation .....	_____	_____	_____	1.
School Sports .....	_____	_____	_____	2.
Card Parties .....	_____	_____	_____	3.
Dances .....	_____	_____	_____	4.
Boy Scouts .....	_____	_____	_____	5.
_____	_____	_____	_____	6.
_____	_____	_____	_____	7.
_____	_____	_____	_____	8.
<u>EDUCATIONAL</u>				
Adult Education Classes .....	_____	_____	_____	9.
Self Improvement Classes .....	_____	_____	_____	10.
_____	_____	_____	_____	11.
_____	_____	_____	_____	12.
<u>FINANCIAL</u>				
Sale of Goods .....	_____	_____	_____	13.
_____	_____	_____	_____	14.
_____	_____	_____	_____	15.
<u>POLITICAL</u>				
Meetings .....	_____	_____	_____	16.
Voting .....	_____	_____	_____	17.
_____	_____	_____	_____	18.
<u>RELIGIOUS</u>				
Church Services .....	_____	_____	_____	19.
Sunday School .....	_____	_____	_____	20.
_____	_____	_____	_____	21.
<u>CULTURAL</u>				
Lectures .....	_____	_____	_____	22.
Stage Plays .....	_____	_____	_____	23.
Music Lessons .....	_____	_____	_____	24.
_____	_____	_____	_____	25.
_____	_____	_____	_____	26.



## APPENDIX D

Dear Fellow Educator:

On May eighth I sent you a questionnaire concerning the community use of school facilities in the Province. From these questionnaires I hope to get the data necessary to complete my thesis work.

Since that time, approximately forty per cent (40%) have returned the completed copy. This is indeed encouraging, since as you know, as many returns as possible are needed. However, there are still some who have not responded. If you are one of these, would you please take time from your busy schedule to complete the questionnaire for me?

If you have already done this, please accept my sincerest thanks for your cooperation.

Very truly yours,

Brian F. Nolan

## APPENDIX E

Dear Superintendent:

It has come to my attention recently that many of the School Boards in the Province have written policies regulating the after hours use of school facilities. Many of the superintendents who have returned questionnaires have indicated this.

If your Board has written policy, I would appreciate your sending a copy to me, as it would be invaluable in my thesis work.

Sincerest thanks.

Very truly yours,

Brian F. Nolan

## APPENDIX F

Dear Fellow Educator:

By this time you are familiar with my study on the community use of school facilities in the Province. In May you received a questionnaire which was designed to gather information required to complete my thesis work. Then on May 22 I sent a letter to all the persons selected for the study requesting them to return the completed questionnaire. The response rate at that time was 40%.

Now, with about thirteen teaching days left in the school year, I have about 60% of the total number returned to me. This is encouraging but obviously I cannot base any reliable conclusions on this limited number of responses.

If you have sent the completed questionnaire recently it may not have reached me as of yet and I thank you sincerely.

However, according to my records you are one of the persons who have not responded. If my latest tabulation is correct, would you make a special effort to complete the questionnaire for me?

Some people may have mislaid their copy of the original questionnaire and it is for this reason that I am enclosing an additional copy and another return envelope.

It is imperative that I receive your reply. Your failure to reply could mean that I would have to discontinue this study and begin another next year.

I must impose upon you and ask your consideration and cooperation at a time in the year which must be very trying. I would appreciate it if you could help me.

Thank you.

Very truly yours,

Brian F. Nolan

## APPENDIX G

Dear \_\_\_\_\_:

At this point in my study of the community use of school facilities, only 18 principals have not returned the completed questionnaire. Some have found that it is not appropriate to their situation but they have returned them with the applicable questions answered.

I am still interested in the situation at your school and I do want to have your completed questionnaire included in the written results of the study.

School will be over by the time you receive this letter and you will probably have more time than you have had during the last months of the school year. If you find that you have some spare time in the next couple of days, I would appreciate it if you would complete the copy you have and return it to me.

It would mean a great deal to me and to the study in particular, if you would be so kind as to do this.

Yours truly,

Brian F. Nolan

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